REAUTHORIZATION OF THE HEAD START PROGRAM

HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

SECOND SESSION

HEARING HELD IN CEDAR RAPIDS, IA, FEBRUARY 14, 1986

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REAUTHORIZATION OF THE HEAD START PROGRAM

FRIDAY, FEBRUARY 14, 1986

House of Representatives,
Subcommittee on Human Resources,
Committee on Education and Labor,
Cedar Rapids, IA.

The subcommittee met, pursuant to call, at 9:30 a.m., at the YWCA, 318 Fifth Street, Cedar Rapids, IA, Hon. Dale E. Kildee (chairman of the subcommittee) presiding.

Members present: Representatives Kildee and Tauke.

Staff present: Susan Wilhelm, staff director; Anne E. McGrath, legislative associate; and Carol Lamb, minority legislative associate.

Mr. Kildee. The Subcommittee on Human Resources meets this morning in Cedar Rapids, IA, for a reauthorization hearing on Head Start. And while the weather outside is very cold, the reception certainly has been very, very warm today. We really appreciate that very much.

We just took a tour of a Head Start Program downstairs here in this building. It is really remarkable. I have a valentine card here to take back to Washington with me. This is what it's all about right here, really. We also looked at some of the day care services down there. Both of those areas are extremely important.

The reason we came to Iowa is that Iowa, of course, has a great record in education in general, and it has certainly taken off well with Head Start. So I would like then to thank those of you who have been involved in the Head Start Program here. You have proven that Congress can respond to a need and that the program, with your administration, your help and your tender, loving care, can really benefit individual children, the families, the communities, and our society as a whole.

Head Start has been operating for 20 years now. Every test, every study, indicates that not only does it help the child, but it is a cost-effective program, that for every dollar we spend, we generally save about $2.36—and these are very scientific studies—that we would ordinarily have to spend on some remedial education later on. Head Start has been a very good investment.

But right now Head Start is serving only 17 percent of the eligible children in this country, as is probably true in most communities, a smaller percentage than what would be eligible for the program. So we're looking at that and we're looking at the 2.5 million children who are eligible but are not receiving those services. The subcommittee is deeply concerned about that, of course.

My subcommittee, which I have only chaired now for a year—and Tom here has been the ranking minority member for a year—has in its jurisdiction programs which serve the most vulnerable people in our society; that is, the young, the old, and the poor. That's all we deal with in our subcommittee. As I try to approach my responsibilities to this subcommittee, I try to bear in mind the words of Dr. George Washington Carver, the great black educator and scientist who founded Tuskegee Institute. He was a teacher like I am a teacher. I tell people that in real life I was a school teacher. I'm taking this 22-year sabbatical now in politics, but I am at heart still a school teacher.

Dr. Carver said, "How far you go in life depends on your being tender with the young, compassionate with the aged, sympathetic with the striving, and tolerant of the weak and strong, because some day in life you will have been all of these." I think we can really look at those words and reflect upon those words very, very carefully.

Last week the President of the United States sent to the Congress his budget proposal for fiscal year 1987. He recommended that for fiscal year 1987 that Head Start get what it got in 1985. Now, I'm concerned about that. I do recognize that that's better than some of the recommendations for other programs that were sent in the last budget proposal, but I'm concerned because we are called upon to serve more children, with higher costs, with dollars that were received in 1985.

I would like to welcome all our witnesses here this morning. I want to especially thank Ms. Sarah Greene of the National Head Start Association, and Mr. Clennie Murphy, Associate Commissioner of the Head Start Bureau, for their efforts in being here this morning.

We consider this a very important hearing. This will lead directly into our reauthorization of Head Start, as we set those figures which we will recommend to the Appropriations Committee, and make any necessary changes in the program that are recommended through testimony of people like yourselves.

I want to say this, that the people of Iowa are, indeed, very fortunate to have someone like Tom Tauke representing them in Congress. As you may know, Tom and I are of different political faiths, different political parties, but really I'm so pleased that we have a person like him as the ranking minority member of this subcommittee. He is very knowledgeable about this program and he is very sensitive to the special needs of young children. If we had more people in Congress like Tom Tauke, then we could do some things down there to achieve some things and solve our national problems, rather than sitting around and shouting at one another. Tom is one who wants to sit down and reason things through together and I am very pleased that he is the ranking minority member of this subcommittee.

Tom, do you have an opening statement?

Mr. Tauke. Thank you, Mr. Chairman, and thank you very much for those kind remarks.

I am so grateful to you for traveling to Iowa in the cold season of the year to hold this hearing. I recognize that it would be much easier to hold a hearing like this in the sterile committee halls of Washington, DC. But I think the tour that we have just taken and the opportunity to visit with people who are part of the program, make this hearing a great deal more meaningful. And since we have so many programs to reauthorize this year, and consequently we have a busy schedule, with only one hearing scheduled for Head Start, I think it is most appropriate that it be held in the location of a Head Start Program. I thank you for the personal effort that you have expended to come here.

I also want to tell the people here in Cedar Rapids that we and the Nation are fortunate to have Dale as chairman of this subcommittee because he does work exceedingly hard on behalf of the people of the Nation and he makes the case very well to other Members of Congress. I believe, too, that we are fortunate to have good staff. Of course, they're the ones who do most of the work and I am grateful to them, too, for coming here today.

Let me also just take a moment to thank our witnesses. We have witnesses who have come from various parts of the country at their own personal expenses and effort, and we certainly do appreciate the great effort that they have made to participate in this hearing.

I also am grateful to Nancy Hashman from the HACAP Head Start Program, who directs that program, and to Gloria Johnson and the YWCA for their part in making this hearing a possibility.

Head Start is now over 20 years old, which hardly seems possible. It provides comprehensive services to disadvantaged children and families. Over 3,500 children are involved in Head Start in Iowa and over 450,000 are being served nationwide. There are not very many programs at the Federal level that are universally popular, but Head Start is apparently a program that has support from all elements in the political spectrum. It has support from people in the North, South, East, and Western part of the country, and the reason it has that kind of support is because it has been remarkable successful. Whether looked at from a human standpoint or from a dollar perspective, it has returned great dividends on the investment we have made. And as we have visited with parents across the Nation, as we have listened to the testimony of Head Start directors in past years—and I am sure as we do the same today—we will find that there is great reason for the Federal Government to continue to invest in this program.

While we are a little disturbed that there is no increase in funding for the Head Start Program, I suppose the good news is that there is no cut proposed by the President in the Head Start Program. There are very few programs at the Federal level that haven't been cut in the President's proposed budget, and I suspect in a sense that's the low watermark from which Congress will begin to address budgeting questions. The fact that the President has singled out this program for constant levels of funding, and the fact that it has such widespread support in Congress, suggests that this is one program where we don't have to worry about whether or not it's going to be saved but, instead, can devote our attention to what changes we can make to improve it and to allow it to work better to serve people across the Nation.

That, I guess, is the ultimate purpose of this hearing, to hear from those in the frontlines so that they can tell us how we can alter this program to make it even better, how we can make a good program, which is doing its job, serve the people who directly receive its benefits and the Nation as a whole to an even greater extent.

I just want to tell you that both the chairman and I are committed to ensuring that this program is not reduced. We believe it has a proven track record and we look forward to working with the director of the program, who is with us today, and others, to ensure that it is a program that not only survives but flourishes.

Thank you, Mr. Chairman.

Mr. KILDEE. Thank you, Tom, very much.

Our first witness this morning is Clennie Murphy, the Director of the Head Start Bureau of the Department of Health and Human Services from Washington, DC. Clennie, we really appreciate your coming out here. By the way, I will tell the others here that we have the head Head Start man in the country right here now, so after his testimony you can talk to him, too. He has been very supportive of the program and we appreciate his testimony this morning.

STATEMENT OF CLENNIE H. MURPHY, JR., ASSOCIATE COMMISSIONER, HEAD START BUREAU, ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Mr. MURPHY. Thank you. Good morning.

Mr. Chairman, Congressman Kildee and Congressman Tauke, and to your able staff assistants who have shown a great interest in Head Start, I am pleased to have this opportunity to appear before you on behalf of the Department of Health and Human Services to discuss the Head Start Program. I got a little uplift this morning through your tour and I am sure you're inspired by the many things that are happening in Head Start.

It is now more than 20 years since Head Start began providing services to children from low-income families throughout the Nation. The program was launched in 1965 and was designed to follow recommendations made by a panel of experts, chaired by Dr. Robert Cooke of Johns Hopkins University. That group stated that there is considerable evidence that the early years of childhood are the most critical in the poverty cycle. During these years the creation of learning patterns, emotional development, and the formation of individual expectations and aspirations take place at a very rapid pace. For the child of poverty there are clearly observable deficiencies which lay the foundation for a pattern of failure and, thus, a pattern of poverty throughout the child's entire life. They concluded that special programs could be devised to improve both the opportunities and achievements of children living in poverty, and noted it is clear that successful programs of this type must be comprehensive, involving activities generally associated with the fields of health, social services, and education, and they must be tailored to the needs of the individual community and the individual child.

The objectives of the Head Start Program were defined at that time as improving the child's physical health and physical abilities; of helping the emotional and social development of the child by encouraging self-confidence, spontaneity, curiosity, and self-discipline; improving the child's mental processes and skills, with particular attention to conceptual and verbal skills; establishing patterns and expectations of success for the child which will create a climate of confidence for his future learning efforts; increasing the child's capacity to relate positively to family members and others while at the same time strengthening the family's ability to relate positively to the child and his problems; developing in the child and his family a responsible attitude toward society and fostering constructive opportunities for society to work together with the poor in solving their problems; and increasing the sense of dignity and self-worth within the child and his family.

There have, of course, been a number of areas in which Head Start has grown and evolved over the years since its creation, such as converting from a short-term summer project to a schedule of 8 months or longer, establishing mandatory performance standards to ensure program quality, and reaching new populations like handicapped children. But, despite these changes, the objectives laid down by this committee more than 20 years ago remain the blueprint for Head Start.

Studies have shown that Head Start is an effective vehicle for providing the services necessary to narrow the gap between impoverished children and their more advantaged peers. In the past 21 years, Head Start has provided comprehensive early childhood development services to more than 9.5 million children and improved the quality of life for these children and their families. Intended primarily for preschoolers from low-income families, the program has fostered the development of children and enabled them to deal more effectively with both their present environment and later responsibilities in school and community life. We call this social competency. We try to build a certain amount of social competency in our children.

Head Start has also had a positive impact on families and communities. Parents of Head Start children participate in classrooms as volunteers, observers and staff, as partners with professional staff in making decisions about their local program, and as recipients of social services, child development information, and other related services they request. Many parents and other low-income Head Start staff have been able to rise out of poverty through training supported by the program. Thousands have earned college credits or completed degrees in early childhood development and related fields and are now child care resources themselves.

In many ways, the program has had a dramatic impact on the child development field nationwide. Head Start has served as a model for many public and private child development programs. It has had a profound influence on the planning of child development and day care services, on the expansion of State and local activities for children, on the range and quality of services offered to young children and their families, and on the design of training programs.

Studies indicate that Head Start children score higher than comparable non-Head Start children in preschool achievement tests. Studies also show that Head Start children perform as well as or better than their peers when they enter elementary school, and that they have fewer grade retentions and special class placements.

In the past 5 years Head Start has provided comprehensive child development services to well over 2 million children. The budget has increased from less than $819 million in fiscal year 1981 to more than $1 billion in fiscal year 1985. During this period, enrollment in the program has grown from 387,300 to 448,250, and specific steps have been taken to improve the quality of the services provided.

In recent years, Head Start in Iowa has also grown significantly, with enrollment and funding increasing at twice the national rate. Between 1981 and 1985, funding for Head Start programs in Iowa rose by almost 40 percent, from $5.4 to $7.5 million per year. Enrollment grew by more than a third and 18 grantees now serve 3,700 children, up from 2,700 children 5 years ago.

Head Start became more effective in working with families during this period. For example, between 1980 and 1985 the delivery of health services improved, with treatment being provided to 97 percent of the children with medical problems, as compared with 87 percent in 1980. Of the children needing dental treatment, 95 percent now receive it, 5 percent more than in 1980. Today, virtually every child who is in the program for more than 90 days receives medical screenings, and 95 percent receive dental screenings. In addition, 94 percent of Head Start children receive all needed immunizations.

The percentage of Head Start families receiving social services increased from 75 to 97 percent. More parents volunteered to help in the program, an increase from 64 percent of all parents to 81 percent active parent participation, which is the foundation of the Head Start Program. More parents were hired to work in the program, and in 1985, parents constituted 32 percent of Head Start employees—and there are more than 80,000 Head Start employees throughout the country. In the classroom, the qualifications of staff have also improved, with 31 percent of staff now having a degree in early childhood education or a child development associate credential. Head Start continues to provide special services to 12 percent of its children who have been professionally diagnosed as handicapped.

In fiscal year 1986, the Head Start appropriation of $1.087 billion, which included a $12 million increase over fiscal year 1985, will be reduced by 4.3 percent due to the effects of the Gramm-Rudman-Hollings legislation. However, we plan to minimize the effect of this on local grantees by applying other discretionary funds against the required reduction. Each local Head Start grantee will receive only a 1.4-percent cut less than it received in 1985. However, the administration's fiscal year 1987 budget request of $1.075 billion will allow the grantees to be funded at the full 1985 levels.

I would like to outline briefly for you a few areas in which program initiatives are being undertaken during fiscal year 1986.

A management initiative to analyze costs and improve the efficiency of programs, which became operational in fiscal year 1984, is continuing this year. Grantees have identified savings through the use of management analysis and utilized these savings to improve program quality and increase enrollment.

A number of innovative Head Start projects funded in fiscal year 1985 are being continued in fiscal year 1986. The projects are demonstrating new approaches for delivering Head Start services to meet special needs such as serving homeless families in large cities and dealing with special dental and hearing problems among American Indian children.

Further emphasis will be placed on limiting most children to 1 year of participation in Head Start. While there will be special cases where 2 years are justified, recent studies show that the benefits of an additional year of Head Start are minimal. What we need to keep in mind is that for every child enrolled in the program for 2 years, another child receives no Head Start benefits at all.

A network of resource access projects provides local grantees with special training and technical assistance for meeting the special needs of handicapped children, which is a very important aspect of the program in the Head Start community.

We are continuing our commitment to parent involvement in Head Start and are continuing to emphasize the role of parents as the primary educators of their children.

A variety of training and technical assistance activities are helping local projects to meet program performance standards in component areas which include education, social services, parent involvement, and health services. Services are delivered in part through a network of training and technical assistance providers, which are accountable to local Head Start projects, and in part through the direct funding of local programs to allow them to purchase training and technical assistance directly.

Mr. Chairman, I would like to reaffirm to you and the other members of the committee the commitment of the Office of Human Development Services and the Administration for Children, Youth and Families to continue to provide high quality, efficient and responsive service to Head Start children and their families.

For this reason, we are requesting that the Head Start Act be reauthorized for 3 years, with minor program changes. We will propose the elimination of the provision requiring that at least $25 million be spent each year for training and technical assistance. This change will remove an unnecessary restriction on the Secretary's discretion to meet program needs. We also recommend that mandatory cost-of-living increases for Indian and migrant Head Start programs be eliminated. Mandated increases for these programs place an unfair burden on other Head Start grantees. Our proposal will, however, ensure that Indian and migrant health programs receive at least the same proportion of available funds as they received in fiscal year 1985.

I again want to thank you for the opportunity to testify today before this committee, and will be pleased to answer any questions you might have at this time.

[The prepared statement of Clennie Murphy follows:]

PREPARED STATEMENT OF CLENNIE MURPHY, DIRECTOR, HEAD START BUREAU, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Mr. Chairman, and Members of the Committee, I am pleased to have this opportunity to appear before you on behalf of the Department of Health and Human Services to discuss the Head Start program.

It is now more than twenty years since Head Start began providing services to children from low-income families throughout the nation. The program was launched in 1965, and was designed to follow recommendations made by a panel of experts, chaired by Dr. Robert Cooke of Johns Hopkins University. They stated that, "There is considerable evidence that the early years of childhood are the most critical in the poverty cycle. During these years of creation of learning patterns, emotional development and the formation of individual expectations and aspirations take place at a very rapid pace. For the child of poverty, there are clearly observable deficiencies which lay the foundation for a pattern of failure, and thus a pattern of poverty, throughout the child's entire life." They concluded that special programs could be devised to improve both the opportunities and achievements of children living in poverty and noted, "It is clear that successful programs of this type must be comprehensive, involving activities generally associated with the fields of health, social services, and education, and they must be tailored to the needs of the individual community and the individual child."

The objectives of the Head Start program were defined as:

a. Improving the child's physical health and physical abilities;

b. Helping the emotional and social development of the child by encouraging self-confidence, spontaneity, curiosity and self-discipline;

c. Improving the child's mental processes and skills, with particular attention to conceptual and verbal skills;

d. Establishing patterns and expectations of success for the child which will create a climate of confidence for his future learning efforts;

e. Increasing the child's capacity to relate positively to family members and others while at the same time strengthening the family's ability to relate positively to the child and his problems;

f. Developing in the child and his family a responsible attitude toward society, and fostering constructive opportunities for society to work together with the poor in solving their problems; and

g. Increasing the sense of dignity and self-worth within the child and his family.

There have, of course, been a number of areas in which Head Start has grown and evolved over the years, such as converting from a short-term summer project to a schedule of eight months or longer, establishing mandatory performance standards to ensure program quality, and reaching new populations like handicapped children. Despite these changes, the objective laid down more than 20 years ago remain the blueprint for Head Start.

Studies have shown that Head Start is an effective vehicle for providing the services necessary to narrow the gap between impoverished children and their more advantaged peers. In the past twenty-one years, Head Start has provided comprehensive early childhood development services to over 9½ million children and improved the quality of life for these children and their families. Intended primarily for preschoolers from low-income families, the program has fostered the development of children and enabled them to deal more effectively with both their present environment and later responsibilities in school and community life.

Head Start has also had a positive impact on families and communities. Parents of Head Start children participate in classrooms as volunteers, observers and staff, as partners with professional staff in making decisions about their local program, and as recipients of social services, child development information, and other related services they request. Many parents and other low-income Head Start staff have been able to rise out of poverty through training supported by the program. Thousands have earned college credits or completed degree in early childhood development and related fields and are now child care resources themselves.

In many ways, the program has had a dramatic impact on the child development field nationwide. Head Start has served as a model for many public and private child development programs. It has had a profound influence on the planning of child development and day care services, on the expansion of State and local activities for children, on the range and quality of services offered to young children and their families, and on the design of training programs.

Studies indicate that Head Start children score higher than comparable non-Head Start children in preschool achievement tests. Studies also show that Head Start children perform as well as or better than their peers when they enter elementary school, and that they have fewer grate retentions and special class placements.

In the past five years, Head Start has provided comprehensive child development services to 2,092,300 children. The budget has increased from less than $819 million in FY 1981 to more than $1,075 million in FY 1985. During this period, enrollment in the program has grown from 387,300 to 448,250, and specific steps have been taken to improve the quality of the services provided.

In recent years, Head Start in Iowa has also grown significantly, with enrollment and funding increasing at twice the national rate. Between 1981 and 1985, funding for Head Start programs in Iowa rose by almost 40%, from $5.4 million to $7.5 million per year. Enrollment grew by more than a third. Eighteen grantees now serve 3,700 children, up from 2,700 children five years ago.

Head Start became more effective in working with families during this period. For example, between 1980 and 1985, the delivery of health services, improved, with treatment being provided to 97% of the children with medical problems, as compared with 87% in 1980. Ninety-five percent of the children needing treatment now receive it, 5% more than in 1980. Today, virtually every child who is in the program for more than 90 days receives medical screenings, and 95% receive dental screenings. In addition, 94% of Head Start children receive all needed immunizations.

The percentage of Head Start families receiving social services increased from 75% to 97%. More parents volunteered to help in the program, an increase from 64% of all parents to 81%. More parents were hired to work in the program, and in 1985 parents constituted 32% of Head Start employees. In the classroom, the qualifications of staff have also improved, with 31% of staff now having a degree in early childhood education for a Child Development Associate certificate. Head Start continues to provide special services to 12% of its children who have been professionally diagnosed as handicapped.

In FY 1986, the Head Start appropriation, which included a $12 million increase over FY 1985, will be reduced by 4.3% due to the effects of the Gramm-Rudman-Hollings legislation. However, we plan to minimize the effect of this on local grantees by applying other discretionary funds to project grants. Each local grantee will receive 1.4% less than it received in FY 1985. The Administration's budget request of $1.075 billion would allow grantees to be funded at the full FY 1985 levels.

I would like to outline briefly for this Committee a few areas in which program initiatives are being undertaken during Fiscal Year 1986.

A management initiative to analyze costs and improve the efficiency of progams, which became operational in Fiscal Year 1984, is continuing this year. Grantees have identified savings through the use of this management analysis and utilized these savings to improve program quality and increase enrollment.

A number of innovative Head Start projects funded in Fiscal Year 1985 are being continued in Fiscal Year 1986. The projects are demonstrating new approaches for delivering Head Start services to meet special needs, such as serving homeless families in large cities and dealing with special dental and hearing problems among American Indian children.

Further emphasis will be placed on limiting most children to one year of participation in Head Start. While there will be special cases where two years are justified, recent studies show that the benefits of an additional year in the program are minimal. What we need to keep in mind is that for every child enrolled in the program for two years, another child receives no Head Start benefits at all.

A network of Resource Access Projects (RAP's) provides local grantees with special training and technical assistance for meeting the special needs of handicapped children.

We are continuing our commitment to parent involvement in Head Start and are continuing to emphasize the role of parents as the primary educators of their children.

A variety of training and technical assistance activities are helping local projects to meet program performance standards in component areas which include education, social services, parent involvement and health services. Services are delivered in part through a network of training and technical assistance providers which are accountable to local Head Start projects, and in part through the direct funding of local programs to allow them to purchase training and technical assistance directly.

Mr. Chairman, I would like to reaffirm to you and the other Members of the Committee the Commitment of the Office of Human Development Services and the Administration for Children, Youth and Families to continue providing high quality, efficient and responsive services to Head Start children and their families.

For this reason, we are requesting that the 1984 Head Start Act be reauthorized for three years, with only minor program changes. We will propose the elimination of the provision requiring that at least $25 million be spent each year for training and technical assistance. This change will remove an unnecessary restriction on the Secretary's discretion to meet program needs. We also recommend that mandatory cost-of-living increases for Indian and migrant Head Start programs be eliminated. Mandated increases for these programs place an unfair burden on other Head Start grantees. Our proposal will, however, ensure that Indian and migrant Health programs receive at least the same proportion of available funds as they received in FY 85.

I thank you for the opportunity to testify today before this Committee, and will be pleased to answer any questions you might have.

Mr. KILDEE. Thank you very much, Clennie, for your testimony. I have a few questions.

You have eliminated the minimum funding requirement for the training and technical assistance. I think we both would agree that that training and technical assistance is really one of the ways we assure that Head Start is successful.

How do you think we can have that assurance if we eliminate that minimal amount for that training and technical assistance?

Mr. MURPHY. Over the last 2 years we have set up a process for direct funding local programs to purchase training and technical assistance for themselves and a process for clustering training and technical assistance. Eliminating earmarking of this $25 million will have no adverse effect on the amount of training and technical assistance that is now given to local grantees and what we anticipate giving in the future.

Mr. KILDEE. Where will the money come from?

Mr. MURPHY. The moneys will still come from our discretionary funds for training and technical assistance. The difference that we're asking for now is that it not be earmarked specifically for the amount of $25 million. Training of local staff may, in fact, build the capacity in local programs where you have staff training other staff and funds for this would be part of the regular grant. Or spending on training and technical assistance may, in fact, come from that category. We're saying we can provide the amount of training and technical assistance that is needed for the Head Start Program without necessarily having this category earmarked at $25 million.

Mr. KILDEE. I guess what I worry about is that very often, in the urgency to serve these children, one may set aside temporarily, for short-term gain, that training and technical assistance. And yet down the road a few years it will be felt by the program if that does not take place. Would you agree that that is important to maintain the quality of the program?

Mr. MURPHY. Quality is the No. 1 one objective. We think we can maintain quality by building capacity in local programs to provide that training and technical assistance.

Mr. KILDEE. One other question before I turn to Mr. Tauke here.

You're asking that we have a 1-year program rather than a multiyear service for children. In doing that, we certainly would be serving more children, but would that not be at the expense of those being served now in the multiyear program?

Mr. MURPHY. Not at all. I indicated—and I think you mentioned earlier—that we are only serving between 16 and 17 percent of the children who are eligible for services, and we're making every effort to provide the Head Start Program for as many of the children as possible. Twenty-nine percent of all Head Start children are being served for multiple years. Children make the most significant gains during the year in Head Start prior to entering into public schools. Many programs serving children for multiple years do not provide differentiated curriculums that would meet the needs of the children during subsequent years and which would build on the children's first year experience. That's not happening. So what we are proposing is that at the time of recruitment, as a program is recruiting the youngsters, they make a concerted effort to reach those youngsters who will be going into school the next year so that they can continue to sustain those gains while we increase the opportunity to serve more kids. Some of those kids who are in the program now will probably be in for 2 years but will not be affected by our proposed change.

There will also be some kids who will need services for 2 years. But this should be based on the need and not on just automatic recruiting. As it is now, in some cases a child is in for 2 years if you're recruited into the program.

Mr. KILDEE. Do you have studies to indicate that the second year doesn't do that much? Are there studies or is it just a subjective feeling?

Mr. MURPHY. We have some studies which show there are more significant gains for the older kids. We find that kids who are going into public schools the next year have more gains than the kids who are coming in much younger and then spend 2 years in Head Start.

It is clear that parents in Head Start make significant gains by staying in Head Start for 2 years. The issue here is not parents remaining in Head Start and being active for 2 years; the issue here is to get the kids who benefit the most. And we think at this point that greater gains can come from those kids who are developmentally ahead of some kids now being brought in for a 2-year period.

Mr. KILDEE. Yet one of the successes of Head Start has been in dealing with that child as part of that family unit and involving the parent. That's been one of the real hallmarks of the program, has it not?

Mr. MURPHY. Yes, it has been. I think we will find some evidence in a couple of months which will show that parents who have been active in Head Start, as well as the siblings of the kids who were in Head Start, show some positive gains. So we're building all of that into the system, by providing a maximum amount of service to as many families as possible in Head Start.

Mr. KILDEE. The studies you indicated on the effect in the second year, if you could make that available to the subcommittee, we would appreciate that.

Mr. MURPHY. Yes.

Mr. KILDEE. Mr. Tauke.

Mr. TAUKE. Thank you, Mr. Chairman.

Before questioning I would like to ask unanimous consent that we be permitted to include in the record testimony that has been submitted this morning from Dr. Reid Zehrbach of the Grant Wood Area Education Agency.

Mr. KILDEE. Without objection, so ordered.

Mr. TAUKE. I would also ask unanimous consent that the record remain open for 2 weeks in order to include any other testimony that may be submitted in writing.

Mr. KILDEE. Without objection, so ordered.

Mr. TAUKE. First of all, again, Mr. Murphy, thank you so much for coming out.

The indication is that we will have some reduction in funding if the Gramm-Rudman March 1 cuts go through, a reduction of 4.3 percent, which you indicated would translate into a 1.4-percent cut for the grantees. How are you making up the rest of the money if you're not cutting it from the grantees?

Mr. MURPHY. As you may realize, the 1986 appropriation was $1.087 billion, which was approximately $12 million over our funding level for 1985. We included that $12 million into the amount to make up a $46 million reduction.

In addition, over the past years we have had put into place a program account which was and is used for improving Head Start services, such as replacement of vehicles, renovating of centers. We had around $16 million in this account. We used about $8 million in this category to make up part of the $46 million reduction.

We also have in the budget an item for training and technical assistance for the RAP network projects, which I talked about, for research, demonstration, and evaluation. That total amount was $28.1 million. The law prohibits us from using a portion of the $25 million reserved for training and technician assistants so we had to take the 4.3-percent reduction from the remaining $3.1 million, which translated into about $1.2 million.

We also have an effort in the national office—which we have been implemting around the country—of trying to reduce the amount of carryover balance. With a $1 billion budget, programs do not spend at the same rate as they receive moneys and, therefore, generate what we call a carryover balance. We anticipate that there is roughly about 1 percent of the billion dollars in carryover. We have used that amount to offset part of the required 43 reduction. After adding all of that, we had roughly $32 million in reductions. The difference to make up the total required reduction roughly $32 million in reductions. The difference to make up the total required reduction translated into the 1.4 that local programs absorbed.

Mr. TAUKE. I suppose the key question isn't how many dollars are spent precisely but how many children are going to be served. Will there be a reduction in the number of children served as a result of the 1.4-percent reduction in the amount of money that goes to grantees?

Mr. MURPHY. We were fortunate enough to be able to allow programs to keep all of the enrollment this year. We had 452,000 kids in Head Start in fiscal year 1986, and we anticipate no reduction in enrollment through June. Programs that will suffer a hardship based on the 1.4-percent reduction, we will be able to help by taking moneys out of the program improvement account and using some carryover balance to keep those programs operating through July 1986.

Because of the small cut, we are anticipating that most programs will be able to open their doors in September with no real reduction in numbers of children served. If at all, we should lose no more than 1,000 to 2,000 kids in September, if we have to. But we are not anticipating any reduction in enrollment in the fall as a result of this decrease.

If, however, the President's budget for 1987 is accepted, and we have that knowledge prior to September, we are not anticipating any reduction in enrollment.

Mr. TAUKE. We have had virtually steady funding for 3 years now. If you have steady funding for years, that doesn't cover inflation and the cost increases for the program.

What has happened to enrollment during that 3 year period of steady funding?

Mr. MURPHY. By steady funding, you mean from——

Mr. TAUKE. From 1985, 1986, and 1987. Assuming that we would accept the administration's recommendation for 1987, are we able to maintain—do we have to reduce the number of children being served as a result of no increase for inflation? Have other changes been made in the program to permit enrollments to remain steady? Could you speak to that issue?

Mr. MURPHY. Yes. There are a couple of things that are happening. Our management efficiency efforts, which I testified to, they have been very, very successful in the Head Start Program. In fact, we have been able to add 1,700 additional children in the Head Start Program at no increase in dollars through management efficiencies. That is, local programs do a fiscal review of their programs. They review the variour items in which they're spending dollars and many have been able to add kids at no additional dollars.

Local programs decide on salary adjustments based upon a review of the existing budgets. We have been working with the local programs to try to help them to do a better job in making these judgments. That has taken and will take a lot more work on our part. But we do anticipate that there is still some room left in the Head Start Program for making these decisions to improve salaries and increase efficiencies. We anticipate that we have another year of major improvements in the management of Head Start which will keep us at level enrollment over the next couple of years.

Mr. TAUKE. One of the key issues we face is the issue you raised about 1 year versus 2 years, whether we should have more children in for 1 year or serve a smaller number of children but have some of them in the program for 2 years. If I understand your testimony correctly, you said you would basically like to reduce the number of children in the 2-year program but that option would be available for selected children?

Mr. MURPHY. Yes.

Mr. TAUKE. Can you be more specific as to how we would determine who is in and who is out of a 2-year program?

Mr. MURPHY. Recruitment policies are usually developed by local programs with guidance from the national office and regional offices. About 12 percent of our kids in the program are handicapped kids, or kids with special needs. Some of these youngsters will need more than 1 year of service. The recruitment policies talk about selecting families who need it the most. There are families that have a lot of stress in the home, where it might be wise to work with that family a little longer than some other families. This would be—decision made by the local program.

One of the things we are very, very concerned about is that at the time of recruitment there is an assessment made of that family and determinations are made at that point as to just how much Head Start service that family needs and we are able to provide. We would make those judgments at the time of recruitment, rather than to just take the family in, and if the kids are not eligible for public school the next year, it's just automatic that they will come back into Head Start. Each family should be evaluated at the time they are recruited into the Head Start Program, and that's when judgments would be made, at that point.

Mr. TAUKE. So you would make an up-front assessment based on handicap, let's say, physical or mental handicap? What other criteria might you deal with?

Mr. MURPHY. The others would be how many other siblings are in the home, the stress that's on the family, all of the other conditions which we use to determine whether a family is eligible for Head Start.

Mr. TAUKE. So it would be done at the local level?

Mr. MURPHY. This would be done at the local level.

Mr. TAUKE. In our tour downstairs we noted that about half the children, I think, in that program are anticipated being back next year. If we changed the authorization in the current Congress, what would you propose we do about those who are currently enrolled in the program with an expectation of being back a second year?

Mr. MURPHY. I would think that even those kids here who are in the program for a second year, it should not have been automatic that they come back for the second year. I think a child is enrolled in Head Start each year. During the spring, when a local program is looking at the kids that are coming in, and looking at the kids who are in the program, they would select those kids who need it the most. We're saying at this point that the judgment should not automatically be made that those kids will remain in the program in for a second year. That is the policy now, that we should be looking at those families every year based on each family's need.

What appeared to be happening at the time of recruitment, however, is that they are are not making those judgments, or those judgments are not the informed judgments that they should, in fact, be making.

We are not talking about putting kids out of Head Start, if that's the gist of your question.

Mr. KILDEE. Would you yield on that, Tom?

Mr. TAUKE. Sure.

Mr. KILDEE. Are you making it clear, however, to those people who are operating the programs? You talk about some flexibility, that you look at the child and make some determination. We sent a letter over to the Secretary concerning a program director who was told by the regional office that, starting in school year 1986, he couldn't take any 3-year-olds at all, that it would be a 1-year program.

Now, has the word gone out that there's some flexibility on this proposal?

Mr. MURPHY. We have that letter and we will be getting a response over on the 18.

Mr. KILDEE. OK.

Mr. MURPHY. I think there is some confusion in the interpretation there.

I think what we have said to our regional offices is that, as I testified, 29 percent of the kids coming into Head Start now are in for 2 years. If you translate that into numbers, there are well over 100,000 families who are in Head Start for 2 years. We think that that number is a little high. We have asked our regional offices, through their management practices, to make a major effort to reduce that number in September. So our regional offices have been in touch with local Head Start programs and in those instructions they tell them that we will be working with you at the time of refunding of your application to help you to reduce the number of kids who have been or will be in the program for 2 years. We will have a discussion, grantee by grantee, when that happens.

Mr. KILDEE. Will you supply the subcommittee with a copy of that letter that went out to the programs?

Mr. MURPHY. Yes. That will be a part of your response—the 17th is a holiday, so we will get that to you right away.

Mr. KILDEE. Without objection, we will take this letter and your response, along with the documentation, and make it a part of this committee hearing record.

[The information appears at the end of the hearing.]

Mr. TAUKE. Just one more question.

We have all talked about level funding. I guess, under current circumstances, that seems like a better shake than most programs are getting. But if I read the demographic studies correctly, by the year 1990, 50 percent of the children under 5 in this Nation will live in households with either a single parent head of household or households that are under the poverty line.

If 50 percent of the children are in those circumstances, can we afford not to provide for some increase in the capacity of the Head Start Program?

Mr. MURPHY. We are making a major effort to serve as many of the kids as possible who are Head Start eligible. I think through our management efficiency efforts and through working with local communities, and through other linkages in the community, with other social service programs, we will continue to try to increase the number of kids who need our services and provide those services.

Mr. TAUKE. How many kids do we project would be eligible for the services or would need the services in the next few years? Do we have any accurate——

Mr. MURPHY. I don't have any accurate numbers.

Mr. TAUKE. Do we know how many we would anticipate would be eligible this year if all could be served?

Mr. MURPHY. If we're serving between 16 and 17 percent of the eligible kids, and we are serving somewhere in excess of 400,000 children—again, now, you note that 30 percent of those kids are in for 2 years——

Mr. TAUKE. Right.

Mr. MURPHY. So part of our effort would be to get to serve those other kids.

What we don't have are other programs in the community who serve the Head Start population, and what percentage of those kids are being served by other programs. Then there would be some parents who would opt to have some other mechanism rather than the Head Start Program. We're in the process of looking at that now, to try to make some judgments.

Mr. TAUKE. That would be very helpful to us, I think, if we did have some indication of how many are in some other kind of program that provides somewhat of the same kind of service.

Let me ask one more—and this is really my last question.

That 16 or 17 percent that we're serving now, is that up or down from where we've been in the last few years, and do we have any feel for which direction we're heading over the next 3 or 4 years under the President's proposed budget?

Mr. MURPHY. That 16 percent is slightly down from what we were serving a couple of years ago.

I want to hasten to add for the record that it is very, very difficult for us, through our sources, to get the kind of information that you requested in terms of our Head Start population being served by other kinds of programs in the community. We are looking at that, but that is not readily available. But we are making a major effort to get that information through our grantees, who are our best source, as they do community studies.

Mr. TAUKE. I understand the difficulty in doing that.

I want to thank you again for making the trek out here. We appreciate very much your coöperation.

Mr. MURPHY. Thank you.

Mr. KILDEE. Just one other question.

First of all, Mr. Murphy, we will not agree on every detail of the President's budget. I don't agree with any department head or agency head on that. We do know, however, that Gramm-Rudman has forced upon us some very, very difficult choices. I will disagree with you at times, but I want to commend you for taking that 4.3-percent cut, which was imposed by statute, and making it 1.4 when it reached the programs. I think that took some good sensitivity on your part to do that, to absorb those costs centrally rather than having the program absorb the costs. So I will disagree sometimes between now and the time we reauthorize, but I think you did an excellent job, better than most agencies did, and maybe better than any agency in minimizing the effect on the program.

Mr. MURPHY. Thank you very much.

Mr. KILDEE. Our next panel will consist of Nancy Hashman, Head Start Director, Hawkeye Area Community Action Program, Cedar Rapids, IA, accompanied by Monica Streeper, Head Start parent, Onslow, IA, and Marcia Huemoeller, Head Start Director, Operation New View, from Dubuque, IA.

Nancy, do you want to start off?

Ms. HASHMAN. Actually, I think we were planning on having Marcia go first.

Mr. KILDEE. Fine. Go ahead please.

STATEMENTS OF MARCIA HUEMOELLER, MANAGER, OPERATION, NEW VIEW HEAD START, DUBUQUE, IA; MARY MONICA STREEPER, HEAD START PARENT, ONSLOW, IA; AND NANCY MARQUETTE HASHMAN, DIRECTOR, HAWKEYE AREA COMMUNITY ACTION PROGRAM, CEDAR RAPIDS, IA

Ms. HUEMOELLER. Good morning. I am Marcia Huemoeller, the Head Start Director for Operation New View, the community action agency in Dubuque, Delaware, and Jackson Counties. We provide services for 184 children in these counties and, in 1984, we were able, with expansion moneys, to almost double the number of children we began serving and to implement a three-program option designed to better meet the needs of the families in our tricounty area. These options that we are now offering are variations in center attendance, double sessions, and a small home-based program.

Five of our center sites are largely rural and use the variations in center attendance model. This requires some travel. We are very fortunate, I think almost individually fortunate, in having the availability of free transportation from the public schoolbuses in all of Delaware County and part of Jackson County. With the availability of these free services, many of the children who attend Head Start would not otherwise have the opportunity. However, this advantage does require these children to be in the Head Start center for fairly long hours, as they must wait for the buses to return home again in the afternoon when the public schoolchildren do. These children hence have this model where they attend 4 days a week for at least 5 hours a day. These 5 centers are providing services for 96 children or 52 percent of our enrollment.

Our double sessions model was implemented in the urban area of Dubuque where we have an exceptionally large number of eligible families. This option allows us to serve twice as many children in two sites in Dubuque. These 2 centers provide services for 76 children or 41 percent of our enrollment. They are attending also 4 days a week, either mornings or afternoons.

We also have a small home based option which was developed to serve applicants with high levels of need that we find when we review applications each year. They largely live in outlying areas around Dubuque where transportation of the children would be too costly, both in time and in the cost of getting them in.

We have only 12 children enrolled in this model and it is an individualized instruction that is done in the home, in the parents' presence. There are three visits a month made to each child's home and individualized activities are left for the parent to do with the child before the next visit.

Children in all our center based programs receive the same nutritional services; they have the same staffing patterns; they have the same kind of equipment and activities. Time is essentially the difference in their attendance.

The center options differ in that our rural centers are less costly per dollar than the urban centers, but they are more costly per child. Although less evident in recent years, more children come from two-parent households in our rural areas, 66 percent, as compared to only 45 percent in our urban centers.

Only 28 percent of all of our rural area families live on farms, although this figure is much higher in our Dyersville and Delhi areas, where 47 percent of the families are farming. Many of these children, at 4 years of age, have been quite isolated and need a lot of socialization and group experiences. This is provided by the longer attendance patterns in the rural centers. However, these longer hours are lengthened by additional time these children spend in transportation to the centers.

Transportation services are nonetheless critical to the opportunity for Head Start in the rural areas, as they are for serving the large numbers of children in our urban centers. Without transportation, it would be impossible to select children according to need and the children who most need the compensatory services of Head Start would not have the opportunity.

With all the problems our country faces in trying to balance the budget, I guess we are somewhat relieved with only a 1.4-percent budget cut, although our Head Start Program could be facing a much greater fiscal strain as some of the community support systems we depend upon to enhance our services also face cuts which are likely to curtail services to our program. Among these are the services provided us by the area education agencies. We receive many services from these agencies, but particularly speech therapy. Many of our Head Start children consistently throughout the Nation need speech and language therapy. A loss of these services would result in a serious delay in at least 15 percent of our children.

In addition to budget cuts and the possible loss of some of our support services, our program faces the possibility of increased costs, of course, in insurance, transportation, and administrative costs.

I know another problem that we share with many programs is that quality staff are essential to providing a good, compensatory environment. Yet it is difficult to recruit quality staff, particularly in rural areas, and it is equally difficult to keep them. Staff salaries are low, frequently too low for a single wage earner with a family. Too often quality staff find better paying jobs elsewhere.

However, despite these problems, Head Start is in a position to make an even greater impact in the future. Since its conception, Head Start has remained unique for its interest in and support of parents. In the future years, now more than ever, Head Start needs to continue to recognize and support the importance of the family. All of the social and economic problems of the day are manifest in our low-income Head Start families. Self-sufficiency has become increasingly difficult and the feminization of poverty accelerates as teenage pregnancy increases.

Head Start needs to increase and enhance its efforts in self-sufficiency by helping young parents complete high school, through parenting classes, and through a variety of educational opportunities that will contribute to their overall effectiveness and employability.

Head Start needs to continue to seek coordinated services within our local communities. We need to find opportunities to share costs and expertise.

Finally, we need to concentrate our efforts in the classroom on conceptual development, language development, and readiness skills to complement our efforts toward social competence. We need not only help children acquire skills, but equally important, to acquire a zest for learning. Our Head Start children and all children need to develop an interest in their environment and truly enjoy the act of learning.

Head Start must become more involved in the transition into grade school to assure the continuity necessary for the continued growth of the children. Head Start has demonstrated that it does work. It has been a successful factor in the lives of many children and families. Research has demonstrated among other things that Head Start students have increased self-esteem, less grade retention, and fewer special education placements.

Head Start parents have found educational opportunities and many, having become actively involved in Head Start and in the lives of their children, and have gone on to become more active in their children's schools and communities. Communities have benefited through the many services that Head Start provides for families and children and from the dollars saved from special education placement.

New directions and goals are possible in the future. With continued support, the program can attain new levels of service and achievement. I urge you to approve the reauthorization of the Head Start program. Low income families want desperately for their child to have the benefit of the program, communities need the benefits of the program, and there are millions of children in our country who truly need a chance for a head start in life.

Thank you.

Mr. KILDEE. Thank you very much, Marcia.

Monica.

Ms. STREEPER. Good morning. I am Monica Streeper, mother of two beautiful children, and a current Head Start parent. I was raised on a farm near Onslow in Jones County. My children and I presently live on that family farm in rural Onslow. I am also a bookkeeper for a small Center Junction grain company.

I became involved with Head Start when my son was accepted into the program and began in September 1985. I am a first-year parent, but in addition to this, I am a newcomer to Head Start, and a volunteer. I am also the Jones County Group I parent representative to the Policy Council. Within the Policy Council I am the parent representative to the Career Development Committee and I am on the Planning and Administration Committee.

Head Start has helped my son to build his self-confidence so that he can express himself and overcome his shyness, which I didn't realize he had before he started this program. Yes, he is learning his colors, his letters of the alphabet, and what his name looks like, but more importantly, he is learning to think problems through. He is learning the process such as memory, matching and problem-solving, not just that this is blue or this is green because everyone says it is. He is learning to help himself—for example, to zip his coat—and therefore gain independence.

Through Head Start we have found that he has a problem identifying colors. Knowing this, I am able to work with him and his teachers to help him grow in this area and help him work through learning areas that are problems for him. Head Start is helping him to get ready for kindergarten and is improving his whole outlook on school and life. Head Start makes him feel good about himself and gives him the drive to learn and to continue learning. Head Start makes learning fun and gives positive reinforcement and encouragement.

Head Start has helped me in my ability to speak up for my own beliefs and the beliefs of others, and to work for those beliefs so that we don't have to be only a victim. Head Start has made me feel as though I am important and has built my self-confidence.

Head Start has also helped me to realize the needs of my children. These needs include nutrition, which without good nutrition they can't have a healthy body and they can't feel good about themselves. These needs also include physical, emotional, and family needs. Because of Head Start, I have realized that a family needs to assure each other that no matter what happens they need to love each other, that united a family will grow, and divided they will fall apart and there no longer will be that family unit. I have learned to set goals and then do my best to reach those goals so that I can attain higher goals.

Head Start has helped me to realize that learning doesn't come naturally; it is something that must be nutured and taught in an interesting and fun or appealing way, so that positive attitudes are developed and built upon. Head Start has me taking an interest in my child's learning process and education. If there was any way I could afford a regular preschool, I think I would probably just drop Austin off and return to pick him up. I can't see myself volunteering to help in the classroom. I would probably use that time to get something that I consider more important done.

Head Start has also helped me to understand and deal with stress through parent meetings. It helps me to have a belief in the future, to believe that in the future Austin will do better in school and want to get as much formal education as he can. He is getting a drive for education that will stay with him through life, so that he will want to "reach for the stars" and keep setting higher goals. I believe that because of Head Start Austin and other children won't fear challenges. They will face them, work through them, and make themselves and the world happier, healthier, and more fulfilling. Our children will want to build their own families and be proud of them. They won't be ashamed of who they are or what they do.

This is my view, and I would like to share what other parents have experienced through Head Start:

> The Head Start staff were not only there to help with transportation in getting my daughter to University Hospitals, where she was being treated for leukemia, but they were there to listen and help with personal feelings and helping one cope.

Another says,

> I feel that Kori's social and emotional advantages can be directly attributed to his Head Start experience. I think he will probably get a scholarship to college, and if he maintains his current attitude towards education, careers and relationships, as well as his strong moral convictions, he will be an outstanding citizen, human being, and prove to be a productive member of society. This will break the welfare-type influence we try not to pass on to our children.

A third,

> His vocabulary alone shows how much he is encouraged to explore his own feelings and the world around him. One of the most impressive things that I have noticed with the program is how his social interactions with the other children have developed. Teaching a child to be more understanding of other's feelings and acceptance of each person as an individual is a very important step in their social development.

Another,

> When my son, Jamie, was just 3½-years-old, it became obvious that he needed special help. Although he could say only a few words, they weren't plain, and there were no sentences at all. I knew most kids were talking before this age, so I enrolled him into Head Start. Within a few months I could see remarkable changes in Jamie. He looked forward to every day he could go to school, and even though it must have been hard at first, he never lost his enthusiasm. Words at first, then short sentences. People we knew were amazed by how he was changing and growing. Jamie bloomed before our eyes. By the middle of the first year he began using longer and more difficult words and sentences. We were thrilled, and Jamie was jubilant. He has grown in so many ways, it is very hard to believe that he was so troubled just 1½ years ago. He is now proud and happy, and a very charming little boy. When Jamie was so limited before Head Start, it wasn't easy to cope with him. Everyone in our family felt his frustration; he could not communicate. He whined and cried a lot and we had to guess what he was saying. I was never ashamed of Jamie, but I tried to make excuses and "talk" for him. We were all very concerned for him.

Because of what Head Start has done for my son and other children, I ask for your support and the reauthorization of Head Start. Head Start staff and parents are what makes Head Start a success. I have discovered that Head Start doesn't want just my kid; they want me, too. Because of this, I have been involved as a volunteer in the classroom, helping to teach kids the very important process of learning and to break through that shell that doesn't let a little kid smile.

We have parent meetings to help parents gain support from each other, learn how to better cope with stress, and also help to plan activities for the children.

We also expand on classroom learning through home visits that occur twice a month. At this time the teacher or family worker can come to my home so that I can learn what Austin needs to work on and what I can do to help teach him. These are also times for moral support and confidence building.

I am the parent representative on the career development committee. Parents at our program are included in all Head Start training opportunities such as in-services, like how to develop large motor skills in a very restricted area, and how to make grocery shopping a more pleasurable and profitable experience. Parents can also receive CDAT training.

A third thing we encourage is participation in State and local conferences like the Changing Family Conference being held at the University of Iowa today. Parents are also given the opportunity to learn first aid and CPR so that if the need should ever arise they can feel good about helping someone in an emergency. They don't have to stand back and be afraid to do it.

HACAP Head Start has a parent development fund. It was established from donations from the community. It makes funds available strictly for the growth and development of parents. Some items this fund has paid for include driver's licenses, GED's, parenting classes, nurse's aide courses, college courses, and workshops on family development. This fund is another way our program helps parents feel good about themselves. If a parent doesn't feel good about themselves, this affects their children and, in turn, everyone around them.

Another way I am involved is through the policy council. The policy council is responsible for making decisions that impact the Head Start program. We also assess the program to see where improvements can or need to be made. Policy Council is an aid in finding out the hows and whys of what makes Head Start work. I am also on the planning committee within Head Start and part of our job is to look for ways to adapt to being short of money.

The policy council helps me gain a trust for bureaucracies because I can see how and why Head Start works. I don't have to just sit back and wonder what's going to happen next. I can pass this trust and information on to other parents through the way I am involved in Head Start.

But we don't just quit at the local level. We send a representative to the State level to speak in our behalf and bring back important information that will help our program.

So please don't cut Head Start funds. Keep our program so we can improve thinking, loyalty, service, and the living standards of our families, our rural and urban communities, but more importantly, of our country.

My grandmother always said, "You never quit learning. Even the day you die you are still learning. More power to those of us who help others to learn."

We had a chance, so why not give our kids a better chance to improve our country. Thank you.

[The prepared statement of Monica Streeper follows:]

Prepared Statement of Mary Monica Streeper, Head Start Parent

I am Monica Streeper, mother of two beautiful children, and a current Head Start parent. I was raised on a farm near Onslow in Jones County. My children and I presently live on that family farm in rural Onslow. I am also a bookkeeper for a Center Junction grain company.

MY ROLE IN HEAD START

I became involved with Head Start when my son was accepted into the program and began in September of 1985. I am a first year parent. In addition to being a newcomer to Head Start and a volunteer, I am also the Jones County Group I parent representative to the Policy Council. Within Policy Council I am the parent representative to the Career Development Committee, and am on the Planning and Administration Committee.

HOW HEAD START HAS HELPED MY SON

Head Start has helped my son to build his self-confidence, so that he can express himself and overcome his shyness, that I didn't realize he had before he started the program. Yes, he is learning his colors, letters of the alphabet, and what his name looks like, but more importantly he is learning to think problems through. He is learning the process such as memory, matching and problem solving, not just that this is blue or green because everyone says it is. He is learning to help himself, for example, zip his coat, an therefore gain independence. Through Head Start we have found that he has a problem with identifying colors. Knowing this now, I am able to work with him and his teachers to help him grow in this area and help him work through learning areas that are problems for him. Head Start is helping him to get ready for kindergarten and is improving his whole outlook on school and life. Head Start makes him feel good about himself and gives him the drive to learn and to continue learning. Head Start makes learning fun and gives positive reinforcement and encouragement.

HOW HEAD START HAS HELPED ME

Head Start has helped me in my ability to speak up for my own beliefs and the beliefs of others, and to work for those beliefs so that we don't have to be only a victim. Head Start has made me feel as though I am important and has built my self confidence.

Head Start had helped me to realize the needs of my children. These needs include nutrition, (they can't feel good about themselves without a healthy body and good nutritious meals) physical, emotional and family needs. Because of Head Start I have realized that a family needs to assure each other that no matter what happens they need to love each other. That united a family will grow and divided they will fall apart and no longer be a family unit. I have learned to set goals and then do my best to reach that goal so that I can attain higher goals. Head Start has helped me to realize that learning doesn't come naturally, it is something that must be nutured and taught in an interesting and fun or appealing way, so that positive attitudes are developed and built upon. Head Start has me taking an interest in my child's learning process and education. If I could in any way afford a regular preschool I think I would probably just drop Austin off and return to pick him up. I don't think I would volunteer to help in the classroom. I would use that time to get something done that I considered more important. Head Start has helped me to understand and deal with stress through parent meetings.

Head Start helps me to have a belief for the future. To believe that in the future Austin will do better in school and want to get as much formal education as he can. He is getting a drive for education that will stay with him through life so that he will want to "reach for the stars" and keep setting higher goals. I believe that because of Head Start, Austin and other children won't fear challenges. They will face them and work through them to make themselves and the world happier, healthier and more fulfilling. Our children will want to build their own families and be proud of them. They won't be ashamed of who or what they are and do.

HOW HEAD START HAS HELPED OTHERS

This is my view, I would like to share what other parents have experienced with Head Start.

"The Head Start staff were not only there to help with transportation in getting my daughter to University Hospitals, where she was being treated for Lukemia, but they were there to listen and help with personal feelings and helping one cope."—Dina Vredenburg.

"I feel that Kori's social and emotional advantages can be directly attributed to his Head Start experience. I think he will probably get a scholarship to college and if he maintains his current attitude toward education, careers and relationships as well as his strong moral convictions, he will be an outstanding citizen, human being and prove to be a productive member of society. This will break the welfare-type influence we try not to pass on to our children."—Sharon Sickels, Kimett Sickels.

"His vocabulary alone shows how much he is encouraged to explore his own feelings and the world around him. One of the most impressive things that I have noticed with the program is how his social interactions with the other children have developed. Teaching a child to be more understanding of other's feelings and acceptance of each person as an individual is a very important step in their social development. I believe he will be better prepared for more things with that in mind."—Deborah Beverleigh.

"When my son, Jamie, was 3½ years old, it became obvious that he needed special help. Although he could say a few words, they were not plain, and there were no sentences at all. I knwe most kids were talking long before this age, so I enrolled him into Head Start. Within a few months, I could see remarkable changes in Jamie. He looked forward to every day he could go to school, and even though it must have been hard at first, he never lost his enthusiasm. Words, at first, then short sentences. People we knew were amazed by how he was changing and growing. Jamie bloomed before our eyes. By the middle of the first year, he began using longer and more difficult words and sentences—we were thrilled, and Jamie was jubilant. He has grown in so many ways, it is very hard to believe he was so troubled just 1½ years ago. He is now a proud, happy and very charming little boy. When Jamie was so limited, before Head Start, it was not easy to copy with him. Everyone in our family felt his frustration. We could not communicate. He whined and cried a lot, and we had to guess what he was trying to "say". I was never ashamed of

Jamie, but I tried to make excuses and "talk" for him. We were all very concerned for him."—Beverly Dittmar

Because of what Head Start has done for my son and other children I ask for your support and the reauthorization of Head Start.

Head Start staff and parents are what makes Head Start a success. I have discovered that Head Start doesn't want just my kid they want me too. Because of this I have been involved as:

1. A volunteer in the classroom helping to teach kids the very important process of learning and to break through that shell that doesn't let a kid smile.

2. We have parent meetings to help parents gain support from each other, learn how to better cope with stress and also help to plan activities for the children.

3. We expand on classroom learning through home visits that occur twice a month. At this time the teacher or family worker come to my home so that I can learn what Austin needs to work on and what I can do to help teach him. These are also times for moral support and confidence building.

4. I am the parent representative on the Career Development Committee. Parents at our program are included in all Head Start training opportunities which include:

a. Inservices—such as how to develop large motor skills in a very small area and how to make grocery shopping more pleasurable and profitable.

b. Parents can also receive Child Development Associate Training.

c. A third thing we encourage is participation in state and local conferences like the Changing Family Conference being held at the University of Iowa today.

d. Parents are also given the opportunity to learn First Aid and CPR so that if the need should ever arise they can feel good about helping some one in an emergency.

HACAP Head Start has a Parent Development Fund. It was established from donations from the community. It makes funds available strictly for the growth and development of parents. As the Career Development representative I receive requests for Parent Development funds. I review them and submit them to Policy Council for approval. Some items the fund has paid for include driver's licenses, G.E.D.s, parenting classes, nurses aide courses, college courses and workshops on family development. This fund is another way our program helps parents feel good about themselves. If a parent doesn't feel good about themselves this effects the children and in turn everyone that associates with them.

Another way I am involved is through Policy Council. Policy Council is responsible for making decisions that impact the Head Start program. We also access the program to see where improvements can or need to be made. Policy Council is an aid in finding out the hows and whys of what makes Head Start work. I am also on the Planning Committee within Policy Council and part of our job is to look for ways to adapt to being short of money.

Policy Council helps me gain a trust for Bureaucracies because I can see how and why Head Start works, I don't have to sit back and wonder. I can pass this trust and information on to other parents through the way I am involved in Head Start.

But we don't just quit at the local level, we need a representative to the state level to speak in our behalf and to bring back important information to help our program.

RECOMMENDATIONS FOR HEAD START

Please don't cut Head Start funds. Keep our program to improve thinking, loyalty, service, and the living standards of our families, our rural and urban communities and, more importantly, our country.

My grandmother always said "You never quit learning, even the day you die you are still learning, more power to those of us who help others to learn!"

We had a chance, why not give our kids a better chance to improve our country. Let's not cheat our leaders of tomorrow. Thank you!

Mr. **Kildee**. Thank you very much, Mrs. Streeper.

Before we go on to Nancy, you mentioned Head Start has helped your son Austin develop a good feeling about himself. You know, I think Government's prime role is to promote, defend, enhance, and protect human dignity. I really think that's Government's role. I think helping a child succeed and realize that he or she can be successful is really promoting, defending, enhancing, and protecting that dignity.

I have three children, now 13, 14, and one just turned 16, but when I first came to Washington they were 4, 5, and 6. One night Paul, who is 13 now, was about 8 or 9 years old, I was tucking him into bed and hearing his prayers. When he finished up he said, "I love God, I love Mommie, I love Daddy, I love Laura, I love David, and I love me." I felt that was good, that he had a good feeling about himself. That is very important.

When I first went to the State legislature 22 years ago I was in charge of the prison budget. I used to visit Jackson Prison. I really feel that most people in Jackson Prison were there because they did not like themselves. They did not have any regard for their own dignity. If you don't like yourself, it's hard to like someone else, right?

Ms. STREEPER. Right.

Mr. KILDEE. If you don't like someone else's rights, if you don't think you have rights, it's hard to respect another person's rights. So I think any program that helps a person feel they can be successful, that they have some worth, is very important. I think your testimony amply indicates that to us and we certainly want to go back and try to make sure that we can do that.

You know, in my instance, I obviously, along with Tom, we make a very good salary. You pay our salaries. It's more than I would ever make had I stayed in teaching, I'll tell you that. [Laughter.]

So I had the wherewithal to send my children to some of these very early childhood education courses and that really helped them feel successful. I wish we could do that for all our children. I think the Federal Government has a role in that.

I really appreciate your testimony on that.

Ms. STREEPER. Mr. Kildee, I would also like to submit some more testimony, letters from parents.

Mr. KILDEE. OK. If you would submit those, those will be made a part of the record. Thank you very much.

[The ~~letters~~ referred to appear at the end of the hearing.]

Mr. KILDEE. All right, Nancy.

Ms. HASHMAN. Thank you, Mr. Chairman.

The selection of Cedar Rapids, IA, as the host city for Head Start's reauthorization hearing is considered by HACAP Head Start to be an honor, a privilege, and an opportunity to demonstrate Head Start at its very finest.

The remarks that you made, both before we began the hearing and just now, demonstrate a real concern for the well-being of children, welfare, and society at large. While Head Start is hailed as a national success, it must not be forgotten that it exists and was created in response to the fact that one-fourth of this Nation's children under the age of 6 live in poverty.

Mr. Murphy's testimony outlined numerous studies that support the success of Head Start, and certainly within my 6 years at Head Start I have had the opportunity to observe children grow and develop, as well as their families.

Head Start is cost effective, and there are numerous studies that say that Head Start is, in fact, an affordable alternative to poverty and public support that results in later years. Locally, Head Start is involved in providing full-day services to families who are employed or working to obtain marketable job skills. This support is an immediate savings of public dollars. By investing in families and supporting them in their efforts to become self-sufficient, full-day services preclude the need for thousands of public dollars to be spent on ADC benefits for families who would work if child care was affordable.

A recent Census Bureau survey found that 45 percent of single mothers who are not in the labor force would work if child care were available at reasonable costs. Head Start has found this to be true, thus validating the need for the expenditure of funds for full-day services.

Low-income children and families differ greatly in their need for child care and developmental programming. HACAP Head Start has tailored services to meet the special and diverse needs of each individual community and child, and has thereby strengthened the impact of the program; 323 children and families participate locally in the specially designed Head Start programs which include:

Home-based; we serve 12 children in our home-based program.

A combination program, where children attend class two times a week and receive home visits twice a month.

A full-day program, which is offered in Johnson County, for families that are working and going to school.

A full-day purchase of services agreement. We work with the Amana school system in purchasing educational services. Head Start staff provide the comprehensive services.

A standard part-day program, which you had the opportunity to observe this morning.

Parents are the core to the success of Head Start. They are the continuous reinforcers of the fundamental concepts taught by the program in the areas of health, education, nutrition, and family services.

Again, Mr. Murphy did outline numerous studies which support the fact that parent involvement is really the key to the success of Head Start programs. I think Monica's testimony also supported that.

The program works to provide a vehicle for families to successfully cope with social change. The strength of Head Start is in its flexibility and commitment to the philosophy of affirming parents' responsibility for their future and that of their children.

Head Start belongs to the community. The many unmet needs of the families in HACAP's communities are serious and extensive. The demand for Head Start services far exceeds the capabilities and resources of the local Head Start program. In 1985, HACAP received nearly 800 applications for Head Start services. Working jointly with community agencies, the program continually seeks the development and expansion of services to children and families.

Faced with an unprecedented demand for services that cannot be met, HACAP Head Start has sought and successfully obtained funds to expand services to include 54 children and families in the past 2 years. Further, by securing city, county, United Way, and block grant funds, Head Start has been able to expand Head Start day care services to an additional 26 children and families in Johnson County.

Limited funds have not restricted Head Start's commitment to meeting the needs of low-income children. Annually, scholarships are sought and commitments obtained from area preschools and day cares willing to provide free or reduced price services to children of Head Start's waiting list.

Head Start and community action programs work together to help people help themselves. They share a joint mission. Locally, the Hawkeye Area Community Action Program has lent support and reinforcement to the Head Start program through direct access to low-income energy assistance, WIC, crisis intervention, commodity foods, weatherization and employment assistance; shared facilities, eliminating and/or reducing the demand on Head Start dollars; reduced costs through shared outreach and administrative services; extensive influence and involvement within communities which is our base for local support resources.

One example of how community involvement has improved services locally is exemplified through HACAP Head Start's involvement in Project Self-Sufficiency. The project is a comprehensive, coordinated approach to assist low-income single parents to become self-sufficient and independent.

The development of a standard part-day classroom, coupled with Head Start's comprehensive services, has significantly enhanced the impact of Project Self-Sufficiency on participating families. Through additional funding by employment training programs and the adjoining YWCA day care program, Head Start children in need of full-day services receive continued before-school and afternoon care either in their Head Start classroom or an adjoining classroom. This allows uninterrupted opportunities for parents to pursue training and employment in their work toward economic independence.

I might also add that it conserves on Head Start dollars. Because we are able to work jointly with the YWCA, we have not had to put our money into a full-day program, which obviously would cost more because the hours normally run approximately 50 hours per week.

Recognizing that much can be gained through community coordination, HACAP has become the lead agency in the development and facilitation of a community child care coalition. The coalition is comprised of local child/family service organizations and agencies. The specific area of coalition concern is child care needs. It provides a mechanism for bringing agencies and organizations together to address child care related needs and promote quality care in the community.

As the previous testimonies have indicated, we are very concerned about the impact of budget cuts. The Gramm-Rudman Balanced Budget Act significantly impacted the HACAP Head Start budget effective January 1, 1986. The loss to the program was not only inclusive of a 1.4-percent budget reduction, but also involved the loss of the agency's carryover balance and projected cost-of-living increase.

The Gramm-Rudman-Hollings impact on Head Start extends beyond the immediate loss of revenue. Agencies that have provided Head Start with essential services have also received cuts. Head Start is consequently faced with additional unplanned expenses in 1986. With a projected increase in the cost of contracted transportation anywhere between 20 to 90 percent, and the potential loss of handicapped support services, Head Start may well have to recognize an additional $25,000 to $64,000 of unplanned expenses this year. .

Most devastating is the additional cuts in CSBG will result in the reduction of support services to local Head Start programs, primarily in rural areas.

With a commitment to maintaining enrollment, program quality and reducing costs, HACAP Head Start's Policy Council is currently exploring alternatives to continue services in the face of significant budget cuts. Cost-saving measures under consideration include the elimination or reduction of transportation services, modification of program design, implementing a hiring freeze, modification of component support services and reducing administrative costs.

The funding cycle for HACAP Head Start begins in January of each year. Failure to plan at this time for funding cuts in 1987 has the potential to result in a mid-program crisis or insufficient funds to operate in the fall term. Recent United Way analysis projects that the same programs that were hit with cuts in 1986 as a result of Gramm-Rudman-Hollings will receive cuts from 15 to 25 percent in 1987. Should a budget reduction of this magnitude occur at the local level, HACAP Head Start will be forced to cut children from the program.

As a local Head Start director, I do not presume to speak for Head Start as a national representative when reflecting on the potential consequences of budget cuts for Head Start, but, rather, wish to convey my views and concerns for the program. I believe that as Head Start is forced to absorb budget cuts, the quality of the program and, therefore, the success of Head Start, has the potential to be diminished.

Curtailed transportation will virtually eliminate services to isolated rural families; comprehensive services will be reduced, weakening Head Start's impact at a time when studies indicate they should be strengthened; reduced funding for supplies, equipment, and development of facilities will be severely restricted, further diminishing the quality of the program.

One poorly functioning Head Start program is a reflection of and has the potential to harm all Head Start programs, and consequently families served. Thorough assessments and monitoring are essential if the quality of Head Start is not to be compromised.

Head Start's thrust toward the development of lasting effectiveness is dependent upon the human resources involved. Competitive salaries and benefits are imperative to retain competent staff.

Higher insurance costs with reduced coverage jeopardizes Head Start now and in the future.

Fixed, clearly defined standards for the length of day, length of year, class size, adult-child ratios, guidelines for all program options, and performance standards will help to preserve the integrity of the Head Start Program.

Head Start is more relevant today than ever before. The family system is the basic core of society. There are factors in our environment that are weakening the American family system and if not mitigated will cause permanent damage.

As John F. Kennedy once said, "Children are our country's greatest natural resource and its best hope for the future." Head

Start is America's demonstration of its commitment to tomorrow. With appropriate support, continued commitment to excellence and innovation, Head Start will continue to successfully build tomorrow's leaders.

[The prepared statement of Nancy Hashman follows:]

PREPARED STATEMENT OF NANCY MARQUETTE HASHMAN, DIRECTOR, HACAP HEAD START

The selection of Cedar Rapids, Iowa as the host city for Head Start's reauthorization hearing is considered by HACAP Head Start to be an honor, a privilege and an opportunity to demonstrate Head Start at its very finest.

Common sense dictates that the continuation of Head Start must be a priority for legislators concerned about the well-being of children, welfare, and society at large. While Head Start is hailed as a national success it must not be forgotten that it exists and was created in response to the fact that one fourth of this nation's children under the age of six live in poverty.

Research has revealed that children enrolled in Head Start programs are less likely to be candidates for poverty in later years. While my personal involvement in Head Start is limited to six years, I have been witness to the fact that early childhood intervention has significantly altered the developmental course of children, in many cases reducing or eliminating the need for special education during school years. Likewise I have observed the growth and development of parents and families as they have learned to take responsibility for resolving and confronting their own problems.

Head Start is cost effective. According to a benefit-cost analysis conducted by High/Scope, for every $5,000 per child spent on preschool education, taxpayers save about $28,000 in reduced crimes, welfare assistance and need for special education.

Locally, Head Start is involved in providing full-day services to families who are employed or working to obtain marketable job skills. This support results in an immediate savings of public dollars. By investing in families and supporting them in their efforts to become self-sufficient, full-day services preclude the need for thousands of public dollars to be spent on ADC benefits for families who would work if child care was affordable. A recent Census Bureau survey found that 45% of single mothers who are in the labor force would work if child care were available at reasonable costs. Head Start has found this to be true, thus validating the need for the expenditure of funds for full-day services.

EXISTING HACAP HEAD START SERVICES

Low-income children and families, like other segments of the community differ greatly in their need for child care and developmental programming. HACAP Head Start has tailored services to meet the special and diverse needs of each individual community and child, and has thereby strengthened the impact of the program. Three hundred and twenty three children and families participate locally in the specially designed Head Start Programs which include:

1. Home-Based.—The primary focus of the home-based program places emphasis on developing and expanding the "parenting" role of Head Start parents. Children and parents receive a weekly 1½ hour educationally focused home visit. Children attend class 4 hours twice a month.
2. Combination Program.—Children receive a 4 hour center-based experience twice a week. Children and parents receive a 1 hour home visit twice a month.
3. Full-Day Program.—Head Start full-day services are provided to 56 families in Johnson County.
4. Full-Day Purchase of Services.—Educational full-day services are purchased from the Amana School System. Head Start staff provide comprehensive services.
5. Standard Part Day.—Children receive a 4 hour center-based experience five mornings per week. Families receive five home visits per year.

Parents are the core to the success of Head Start. They are the continuous reinforcers of the fundamental concepts taught by the program in the areas of education, health, nutrition, and family services.

Studies have found that early education intervention programs, that have involved parents as teachers of their children, have shown long-range effects on their children's academic achievements. Head Start recognizes and reinforces parents as the prime educators of their children.

The program works to provide a vehicle for families to successfully cope with social change. The strength of Head Start is in its flexibility and commitment to the philosophy of affirming parents' responsibility for their future and that of their children.

FORMULATING NEED IDENTIFICATION IN ACTION

The many unmet needs of the families in HACAP's communities are serious and extensive. The demand for Head Start services far exceeds the capabilities and resources of HACAP. In 1985 HACAP received nearly 800 applications for Head Start services. Working jointly with community agencies, the program continually seeks the development and expansion of services to children and families.

EXPANSION OF HEAD START SERVICES

Faced with an unprecedented demand for services that cannot be met, HACAP Head Start has sought and successfully obtained funds to expand services to include 54 children and families in the past two years. Further, by securing city, county, United Way, and Block Grant funds, HACAP has been able to extend Head Start day care services to an additional 26 children and families in Johnson County.

Limited funds have not restricted HACAP's commitment to meeting the needs of low-income children. Annually, scholarships are sought and commitments obtained from area preschools and day cares willing to provide free or reduced priced services to children on Head Start's waiting list.

HELPING PEOPLE HELP THEMSELVES

Head Start's affiliation with Community Action Programs has been the building block for the development of strong and successful programs. The Hawkeye Area Community Action Agency has lent support and reinforcement to the Head Start Program through:

Shared mission of supporting self-sufficiency in individuals.

Direct, immediate access to low-income energy assistance, WIC, crisis intervention, commodity foods, weatherization and employment assistance.

Shared facilities, eliminating or reducing the demand on Head Start dollars.

Reduced costs through shared outreach and administrative services.

Extensive influence and involvement within communities which is our base for local support resources.

COMMUNITY INVOLVEMENT IMPROVES SERVICES FOR HEAD START CHILDREN

One example of how community involvement has improved services locally is exemplified through HACAP Head Start's involvement in Project Self-Sufficiency. The project is comprehensive, coordinated approach to assist low-income single parents to become self-sufficient and independent. Through community-wide support and cooperative effort the program brings together leased housing assistance, child care and medical services with job training and placement, allowing the participants the freedom and security to pursue successful employment and full participation in the community.

The development of a standard part-day classroom, coupled with Head Start's comprehensive services has significantly enhanced the impact of Project Self-Sufficiency on participating families. Through additional funding by employment training programs and the adjoining YWCA day care program, Head Start children in need of full-day services receive continued before-school and afternoon care either in their Head Start classroom or an adjoining classroom. This allows uninterrupted opportunities for parents to pursue training and employment in their work toward economic independence.

Further demonstration of the positive impact of community coordination is reflected in the provision of developmental screenings and handicapped services by the local Area Education Agency to Head Start children at Head Start facilities.

EXPANSION OF COMMUNITY SERVICES

Recognizing that much can be gained through community coordination, HACAP has become the lead agency in the development and facilitation of a community Child Care Coalition. The coalition is comprised of local child/family service organizations and agencies. The specific area of coalition concern is child care needs. It provides a mechanism for bringing agencies and organizations together to address child care-related needs and promote quality care in the community.

IMPACT OF BUDGET CUTS

The Gramm-Rudman-Hollings Balance Budget Act significantly impacted the HACAP Head Start budget effective January 1, 1986. The loss to the program was not only inclusive of a 1.4% budget reduction, but also involved the loss of the agency's carryover balance and projected cost of living increase.

The Gramm-Rudman-Hollings impact on Head Start extends beyond the immediate loss of revenue. Agencies that have provided Head Start with essential services have also received cuts. Head Start is consequently faced with additional unplanned expenses in 1986. With a projected increase in the cost of contracted transportation services of 20% to 90% and the potential loss of handicapped support services, Head Start may well have to recognize an additional $25,000 to $64,160 of unplanned for expenses this year.

Most devastating is the projected cut in CSBG funds. Budget reductions in this area will reduce or eliminate support services to the local Head Start Program primarily in rural areas. As a result low-income individuals will experience the loss of essential support services.

With a commitment to maintaining enrollment, program quality and reducing costs, HACAP Head Start's Policy Council is currently exploring alternatives to continue services in the face of significant budget cuts. Cost saving measures under consideration include the elimination or reduction of transportation services, modification of program design, implementing a hiring freeze, modification of component support services and reducing administrative costs.

The funding cycle for HACAP Head Start begins in January of each year. Failure to plan at this time for funding cuts in 1987 has the potential to result in a mid-program crisis or insufficient funds to operate in the fall term. Recent United Way Analysis projects that the same programs that were hit with cuts in 1986 as a result of Gramm-Rudman-Hollings will receive cuts from 15-25% in 1987. Should a budget reduction of this magnitude occur at the local level, HACAP Head Start will be forced to cut children from the program.

CONCERNS FOR THE FUTURE

As a local Head Start director, I do not presume to speak for Head Start as a national representative when reflecting upon the potential consequences of budget cuts on Head Start; but rather wish to convey my views and concerns for the program. I believe that as Head Start is forced to absorb budget cuts, the quality of the program, and therefore the success of Head Start, has the potential to be diminished.

Curtailed transportation will virtually eliminate service to isolated rural families.

Comprehensive services will be reduced, weakening Head Start's impact at a time when studies indicate they should be strengthened.

Reduced funding for supplies, equipment and development of facilities will be severely restricted, further diminishing the quality of the program.

One poorly functioning Head Start program is a reflection of, and has the potential to harm all Head Start programs and consequently families served. Thorough assessments and monitoring are essential if the quality of Head Start is not to be compromised.

Head Start's thrust towards the development of lasting effectiveness is dependent upon the human resources involved. Competitive salaries and benefits are imperative to retain competent staff.

Higher insurance costs with reduced coverage jeopardizes Head Start now and in the future.

Fixed, clearly defined standards for the length of day, length of year, class size, adult-child ratios, guidelines for all program options, and performance standards will help to preserve the integrity of the Head Start Program.

Head Start is more relevant today than ever before. The family system is the basic core of society. There are factors in our environment that are weakening the American family system and if not mitigated will cause permanent damage.

As John F. Kennedy once said, "Children are our country's greatest natural resource and its best hope for the future". Head Start is America's demonstration of its commitment to tomorrow. With appropriate support, continued commitment to excellence and innovation, Head Start will continue to successfully build tomorrow's leaders.

Mr. KILDEE. Thank you very much for your testimony.

You mentioned that Head Start and community action agencies work closely together in this community. The administration has proposed that the money from the community service block grant which helps fund the community action agencies, which is $370 million now be zeroed out next year. What would the effect be of freezing Head Start at their 1985 level, in fact, and eliminating the money to the community action agency? What would the effect be on the services you and the community action agency give to these people?

Ms. HASHMAN. Well, locally our community action program supports Head Start through central administration and support services in the rural areas. I mentioned in the testimony that space is available to Head Start at no cost. For instance, in Jones County we share facilities with HACAP's other community programs. That is available to us at no cost.

Before that time, Head Start traditionally, at least locally, we had gone from facility to facility to facility. Normally, at a small cost, what we usually end up doing is sinking a lot of money into space that isn't ours. Consequently, when we move, we have lost our investment in that space. So space would be an issue, and certainly the loss of support services to low-income families in general.

Mr. KILDEE. I think what we have to do—and I do editorialize a bit at these hearings, not only here but in Washington—I do think we should try to put more emphasis on programs that will lead to self-sufficiency rather than dependency. I think that is really the thrust.

I think that President Reagan probably got the most applause in his State of the Union Message when he talked about more self-sufficiency type programs. Head Start and the community action programs, they are programs designed to lead to self-sufficiency rather than dependency. I think that's really the better way to go, to help people become sufficient unto themselves. That is why I'm always trying to make sure we hang onto these programs that are designed just to do that. Perhaps we could eventually then minimize those programs that are dependency-type programs by increasing these right here.

Let me ask you, Mrs. Streeper, in Onslow, in your community there, do you know of other families that might be eligible for Head Start but aren't able to get into the program because of limitations? Are you aware of other people who might benefit from it?

Ms. STREEPER. Oh, yeah, there's a lot of kids around that I think would be eligible for it, that could benefit from it.

Mr. KILDEE. But they aren't being served at the present time, then?

Ms. STREEPER. Yes. Part of them, a few that I can think of, it's choice. They decided not to send their kids to any preschool. And with the older child, I think they found out with the younger one they will definitely get into a program.

Mr. KILDEE. Nancy, do you have children you serve who are handicapped or special need children? What percentage of those would be handicapped or special need?

Ms. HASHMAN. Sixty-four children in our program have diagnosed handicaps or 20 percent of our currently enrolled children. I might add that's 17 percent higher than what we're mandated to do.

I will also add that our enrollment policies give preference to children and families with the greatest need. We have a point tabulation system that assigns points to different variables. Children who are income eligible receive the highest points. Then children with handicaps or who come from families that we label high risk or perhaps special needs receive, for example, 35 points. Four-year-olds receive, for example, 20 points. Three-year-olds will receive perhaps 5 or 10 points. So that the way the children get into our program, they are assessed as to their current life situation as well as their families and they are enrolled in the program with those variables considered.

Mr. KILDEE. Are you forced to turn away children whose parents would like to get them in the program now?

Ms. HASHMAN. Yes; we are. I think my testimony said that we had last year approximately 800 applications. We are only about to serve 323.

Mr. KILDEE. And would most of those 800 be eligible unde the criteria?

Ms. HASHMAN. Yes.

Mr. KILDEE. I did commend Mr. Murphy for taking that 4.3 and making it 1.4. I think that was a remarkable achievement right there.

Ms. HASHMAN. I agree with that.

Mr. KILDEE. I really am pleased with that.

How do you intend to absorb that 1.4 in your program?

Ms. HASHMAN. Well, as I said in the testimony, we're not only being forced to absorb our cuts but cuts that are being hit in other agencies that have provided support services. One of the things we are really looking at, and one of the most vulnerable services right now for our agency is transportation. You asked me this morning how many employees do we have for Head Start and I couldn't tell you for sure, because at one time we did have 60 but we're not replacing them now as they leave.

Mr. KILDEE. Tom.

Mr. TAUKE. Thank you, Mr. Chairman.

First I want to say you have made me very proud to represent northeast Iowa because the testimony you have offered—and I don't think I'm biased—is among the best that we have had. [Laughter.]

This is one of the best panels we have had before our subcommittee during this Congress. You all did a very fine job, very complete.

Let me just ask a couple of questions. First of all, Marcia, over at Operation New View, do you have a similar kind of assessment program to what Nancy suggested?

Ms. HUEMOELLER. You mean for selection?

Mr. TAUKE. Yes; for selection of students.

Ms. HUEMOELLER. Yes; very similar. I think we have discussed it, in fact, before. We use a point system, the same types of things.

Mr. TAUKE. How many applicants do you get in the course of a year; do you have any idea?

Ms. HUEMOELLER. I couldn't say for sure. I would guess about 500.

Mr. TAUKE. And you serve how many students?

Ms. HUEMOELLER. 184.

Mr. **Tauke**. You indicated transportation costs were a significant problem, both of you. Maybe you have said about all you can, but it would occur to me that we are rapidly approaching a point—and maybe you already have—where you have to make some very hard judgments about service in the rural areas. You indicated you are attempting to cope with that through a home-based program.

I would like you to describe that home-based program just a little bit, and them I'm wondering if Nancy could tell us if you have something similar.

Ms. **Huemoeller**. As per the transportation, the only thing that's relevant to home-based is that for those few children it would just be too much time for them to be riding on the bus. We couldn't get them in time and get the other children that we need to pick up in the Dubuque area for them to attend.

Mr. **Tauke**. It isn't a lack of money so much as it is just the length of time of transportation is too long?

Ms. **Huemoeller**. That's right. They're just back up in the hills, hard to get out and hard to get down, no transportation in the families, that type of thing.

Mr. **Tauke**. As transportation becomes a more serious problem, might you extend that home-based program to children that you are now serving at the centers?

Ms. **Huemoeller**. Possibly. One thing I have done with my transportation this year is we began using the vans that we transport in the city of Dubuque to provide transportation to kindergarteners that are attending day care centers half-day. They were unable to find any alternative transportation and could no longer afford the full cost. This afforded my drivers additional employment hours and it is kind of helping to cover our costs a little bit. We have only done it 2 months so far, but we are providing about 3,500 rides a month, including our own children and day care children. So we're really pleased with that and hope that that will be something we can continue with.

Mr. **Tauke**. Nancy, are you doing a home-based program here?

Ms. **Hashman**. We have one home-based program currently in northern Linn County. The children receive one home visit a week and have a center-based experience twice a month.

In terms of cost effectiveness, I might add that the home-based experience and the way that I would design it—certainly that's what we've been thinking about—if we're looking at alternatives, if we did have to curtail transportation, it is actually more expensive because of the professional time involved with the person, the individual or the teacher, or what we might call a family development coordinator, that works intently with the family.

The focus of the home-based program is building on the skills of the parents, as opposed to the children coming into the classroom. Of course, Head Start has that component, but it is strongest in the home-based program.

Mr. **Tauke**. Is there a tendency to say: "Well, we could serve three children from the urban area, rather than two children from the rural area, so therefore we will serve the urban area children"? Has that happened under your assessment procedures in either agency? Does everybody get a fair shot at enrollment regardless of transportation costs and problems?

[Nodding affirmatively.]

Mr. TAUKE. Yes, yes, everybody gets a fair shot.

Ms. HUEMOELLER. I think so. In our selection we have some factors that really don't have any point value and is transportation available. That is the only place they may not get a fair chance. There is just no way we can work it out. They are still ranked, and if that child has the top score, we will do what we can. But if we can't arrange transportation, then we have to go on to the next.

Ms. HASHMAN. I would say for our Agency that, because of our recognition of the fact that human service programs are severely limited in rural areas, we have a very strong commitment to staying and providing services to rural families.

I might also add that there is a much stronger competition to get into Head Start, for instance, in Cedar Rapids than there would be in Jones County. Consequently, perhaps children in the rural areas, because there is less competition for placement, or less applications or numbers, we are more than likely to serve the children in need in Jones County, a larger percentage of the children in Jones County.

Mr. TAUKE. The double session, Marcia, is that something unique to your program?

Ms. HUEMOELLER. No.

Mr. TAUKE. Is that done elsewhere?

Ms. HUEMOELLER. Yes.

Mr. TAUKE. How would you compare the service provided under that to service received by a child who is not in the double session program?

Ms. HUEMOELLER. We have been at it—this is the second year only. The staff had quite an adjustment. Instead of running 20 children they're running 38 children. So if you're talking about those types of things, I could elaborate on that.

We extended staff hours so that we could accomplish this double session, and——

Mr. TAUKE. You can serve more children that way with the same dollars, right?

Ms. HUEMOELLER. Yes; with very few more dollars, actually, because we only had to extend from 35 to 40 hours, another 5 hours of employment, but an extended week to cover a given amount of time that children are to attend.

Mr. TAUKE. Obviously that's a great benefit, I guess. What's the downside of it?

Ms. HUEMOELLER. Largely, as we are trying to provide two meals to each of those sessions, they're spending a lot of time feeding. [Laughter.] They are eating breakfast and lunch—they are also eating lunch, and then a substantial snack before going home. There's a lot of time now in transition. The teachers are becoming more accustomed to this and are developing a better means of controlling that.

They are still getting the same activities. The 5-hour children, the children on extended programs, are taking a nap, are going outside for recess more often, perhaps for longer periods, for walks, things like that.

Mr. TAUKE. I guess this is something, from what you're saying, that we ought to encourage, it would occur to me.

Ms. HUEMOELLER. It certainly is serving more children. You can't deny that at all. They are getting the same health services, they are getting the same nutritional services, they are getting subjected to the same environment, the same activities.

Mr. TAUKE. I'm on the subcommittee that is also looking at the liability insurance question, so let me sneak in a question on that issue.

Are you having any trouble in getting liability insurance, and what's your cost?

Ms. HUEMOELLER. I was afraid you might ask that. We have just gone through a new allocation system in the Agency and it's a little hard to trace at this point.

Our insurance costs are up, but not as significantly as many programs in Dubuque, in preschools outside of Head Start as well, have experienced. Our vehicle insurance is also up slightly, but I don't think it's significant because we intended to have that much this year.

Ms. HASHMAN. I don't have the figures to tell you how much insurance costs us right now, but I am aware that we just received a nearly $3,000 increase in insurance.

In addition to that, we have an exclusion clause that came as a surprise to us that does not cover child molestation.

Mr. TAUKE. If you have more information on that, either of you, I would appreciate it if you could let us know what's happening. We have heard from a number of child care centers about the problem they're having with insurance. Maybe even someone from the Y who is dealing with the insurance problems that you might have could let me know.

Do you have something else you want to add?

Ms. HUEMOELLER. Our total insurance is only about $3,700. Are you looking for information as to increases or——

Mr. TAUKE. Well, some people have been having trouble getting it, first of all. They have had the exclusion kind of clause that you've had, or the cost are skyrocketing. If you aren't having a problem, fine; I'm not trying to find problems. But, on the other hand, I want to be aware of what's happening because we are starting to look at this issue.

One last question. Monica, you were eloquent. I really want to say that to you. I really appreciate your testimony. But what I want to know is what are these tips to make grocery shopping more pleasurable. [Laughter.]

Ms. STREEPER. She told us how to go to the grocery store and get what we need and not dilly-dally around.

Mr. TAUKE. Thank you very much.

Mr. KILDEE. My wife advised me never to go grocery shopping when I'm hungry. [Laughter.]

Just one question of Monica. Do you cooperate and do some joint work with the Community Action Agency in Dubuque?

Ms. HUEMOELLER. Yes, we're part of it and share office facilities.

Mr. KILDEE. So you get some administrative help from them?

Ms. HUEMOELLER. Yes.

Mr. KILDEE. The administration has asked that we zero fund what we call the community service block grant, which is the Federal source of funding for the Community Action Agency. That would affect your Agency then, would it not, if they had their funding zeroed?

Ms. HUEMOELLER. Right. The costs we're getting from our Community Action Agency are support in the way of bookkeeping services, computerized system, and the receptionist. We are paying for part of the salaries of the administrators of the program.

Mr. KILDEE. Thank you very much.

Mr. TAUKE. Mr. Chairman, I just might note that Nancy has put a lot of time and effort into making it possible for us to go to their Community Action Program, HACAP, this afternoon, so we can talk about some of the other programs that are within our committee's jurisdiction and how they will be affected by some of these reductions.

Mr. KILDEE. This panel has been extremely helpful. We will take what you keep in your head and in your heart back to Washington. We appreciate it very much.

Mr. KILDRE. Our next panel is Sarah M. Greene, president of the National Head Start Association, East Bradenton, FL, and Sharon Ford, president of the National Head Start Directors Association, Burlington, IA.

STATEMENTS OF SARAH GREENE, PRESIDENT, NATIONAL HEAD START ASSOCIATION, AND SHARON L. FORD, PRESIDENT, NATIONAL HEAD START DIRECTORS' ASSOCIATION, AND DIRECTOR, SOUTHEAST IOWA HEAD START, BURLINGTON, IA

Ms. GREENE. Good morning, Mr. Chairman. I am Sarah Greene, president of the National Head Start Association. We appreciate the opportunity to testify today on the reauthorization of Head Start.

We welcome the strong support for Head Start from both Chairman Kildee and Representative Tauke. In the short period that you have been chairman, you have held two important hearings relevant to Head Start. Representative Tauke's desire to hold this reauthorization hearing in Iowa, your home State, is evidence of the interest you have in Head Start.

Head start was a pioneer in the concept of providing young children and their families with an array of comprehensive services. Our program not only helps children begin school on an even footing, but also helps to strengthen their families as well. We have found that prevention in these early years pays off.

Head Start works for children. Head Start children are less likely to be held back a grade than those who did not attend Head Start. Children in Head Start obtain markedly higher levels of health care than children not in the program. They have fewer absences from school and perform better on physical tests. In the program year 1983-84, 100 percent of the children enrolled 90 days or more completed medical screening, including all the appropriate tests. Ninety-six percent of those identified as needing treatment received treatment. Ninety-five percent of the children were brought up-to-date in their immunizations.

Head Start also works for parents. Four out of five of Head Start children's parents are providing a volunteer service in the program. Thirty-one percent of the program's paid staff are parents of current or former Head Start children.

We have also found that in order to be successful we cannot skimp the level of care and support that we offer to our families. This is a challenging and a perlexing time for all of us who have worked to build a strong and effective Head Start program. It is all but impossible to understand, given the Gramm-Rudman approach to balancing the budget through automatical across-the-board reductions, how we will be able to continue to maintain the level of quality that has been the hallmark of Head Start. It is also difficult to grasp how we can accommodate such large cutbacks without serving even fewer children than we currently reach.

Because of limited funding, Head Start has never come anywhere near meeting the need. The program now reaches only—we have in our testimony 18 percent, but I will certainly use the most current figure that you have given of 17 percent—of those who are eligible: 452,000 low-income children are served, but 2.5 million children need Head Start today. The gap between well-off children who are participating in an early childhood development program and low-income children who do not have access to this important experience is enormous.

More and more American families are enrolling their children in early childhood programs. Enrollment of 3- and 4-year-olds nearly doubled from 1970 to 1983. Fifty-three percent of 3- to 4-year-olds whose families have incomes at or above $25,000 attended a preschool program in 1982. However, poor children are not as likely to have this option. Less than 29 percent of children whose families have incomes below $10,000 were enrolled in preschool in 1982.

Ironically, at the same time we face significant cutbacks and the real possibility of a weaker Head Start, the value of an early childhood development experience for low-income children is being recognized by policymakers across the country. This new attention makes it ever more vital that we continue to invest the resources necessary to preserve a quality Head Start Program.

The role that a comprehensive early childhood development program such as Head Start can play in promoting a child's development has been the focus of a great deal of public attention, much of it centered around the education reform movement. Policymakers, ranging from the Research and Policy Committee of the Committee for Econmic Development to the National Association of Elementary School Principals, have recognized the importance of a public investment in early childhood development.

There has been a growing interest as a result in a number of States in early childhood development programs. The level of commitment and type of program vary widely. Last year Maine made almost a $2 million investment in Head Start to enable every county to serve 20 percent of eligible children. Washington State has authorized, but has not yet funded, for a law that would provide State funds for programs which meet important criteria similar to those which have led to to Head Start's success. Illinois will spend $12.1 million and South Carolina $5 million for preschool programs.

However, we cannot depend on State efforts to fill the gap that exists between the children who need Head Start and those who are able to receive its vital services. In the South, many of our States have just recently funded kindergarten programs. Mississippi is just now appropriating State funds for kindergarten.

Child care is also not faring so well. In 1986, Alabama plans to eliminate child care services for all children except for those approximately 350 children who have been placed in protective custody by the court system. In 1985, Virginia provided child care to 48 percent of the children that it served in 1981. Georgia and Louisiana are seriously considering reducing State support for child care. State funding for preschool is not a pressing agenda in these States as well as many others.

State-funded darly childhood development programs will never substitute for a strong Federal Head Start Program for another significant reason. Most are not able to reach low-income children and families in the same way that Head Start programs can. Many of these new initiatives do not offer the comprehensive services that are necessary to effectively help low-income children and their families. Rather, they focus narrowly on education only, which is only one of our major program components.

The reasons for a comprehensive approach are grounded in common sense. Children who miss breakfast and have little to eat during the rest of the day will have a difficult time concentrating in school and will generally fail to thrive. Children who are sick and do not receive regular health care will miss too many days of preschool, will be lethargic when they do attend, and will continue to suffer from these problems as they continue their school careers. Parents who are trapped in a cycle of poverty and deprivation can become partners in their children's learning experiences with special help. Finally, communities which are involved in helping themselves and running their own programs can become stronger communities. The program's results prove that these components fit together well.

Head Start has always recognized the necessity of a comprehensive approach to early childhood development understanding that education, health, nutrition, and social services as well as parent involvement were all vital if we were to reach low-income children and their families.

This approach is not the least costly route to providing services, but if we skimp on any one of these components, children and families will pay the price. We must keep Head Start intact.

Legislation reauthorizing Head Start in 1984 addressed several areas that were important to the continued strength of a comprehensive Head Start Program by providing continued Federal funding for the Child Development Associate Program. The CDA credential is a vital one for Head Start teachers to strive for as it helps to guarantee that they are skilled in a range of competencies essential to quality care giving. Federal support is vital for CDA as it is extremely doubtful, given the low salaries of providers, that CDA could be operated solely on a fee-paying basis.

Second, guaranteeing a continued investment in training, including CDA training. Research is clear that training is intimately linked to the quality of child care. We must continue to invest in training as well as retraining for several reasons. Head Start staff has a large percentage of parents, many of whom have not had the opportunity for formal child care training. The extraordinarily *high turnover* which characterizes Head Start, as well as other child care programs, also makes training a constant need. Finally, experts agree that training is not a one-time service only, that staff benefit tremendously from inservice training.

Strengthening the language Head Start's important performance standards to ensure that programs will be held accountable to a comprehensive set of effective standards.

Allowing programs the opportunity to provide more than 1 year of Head Start service to children in their communities. We all realize that with such limited resources it is key to be able to provide as many children as possible with the benefits of a Head Start experience. However, some children and families need help so desperately that 1 year is not enough to make a difference in their lives. We must always have the opportunity to reach out to such families.

These changes help to protect the continuing quality of Head Start services and guarantee that the program would be able to reach out with extra support to our neediest families.

However, other issues remain that are difficult to address with diminishing resources. These concerns threaten both the quality of Head Start and its ability to serve additional children. Head Start salaries are very low. It is exceedingly difficult to recruit new staff. Recruitment is always with us because of the high turnover rate generated by low wages. We cannot continually expect low-income women to be able to subsidize Head Start programs through their low wages.

The rising cost of insurance has added a further financial burden on programs. Insurance has also added yet another factor to the painful tradeoffs programs constantly struggle with—do we serve another child, allow our workers to continue to sacrifice their own well-being by not raising salaries, pay the additional costs of necessary insurance, or exand the number of children in each classroom and diminish quality?

These dilemmas are obviously exacerbated by the budget reductions we are currently experiencing as well as the threat of further cutbacks. It is difficult to envision what of Head Start will remain by 1991 if these automatic reductions continue. Head Start, like other child care programs, already operates on budgets with little elasticity. Since over 70 to 80 percent of our costs are wages, we do not have a large amount of fat to cut.

While to many an across-the-board approach to budget balancing sounds sensible, it will have a devastating impact on the ability of Head Start to effectively reach the millions of children and families who are now living in poverty.

We must reauthorize Head Start, the community service block grant, and the low income home energy assistance program. We urge that this happen quickly so as not to be caught in the press of last minute business. It is time to express confidence in Head Start by providing a 5-year reauthorization. It is also time to recognize the value of a Head Start experience for children and families and to provide for authorization levels that would allow for a $200 million increase during each of these years. If these funds were appropriated, we would still not even serve 50 percent of eligible children in 1991.

We share Members of Congress' concern with the rising deficit. However, we can mortgage our Nation's future by many choices. One such choice which clearly threatens the strength of our future work force is to fail to provide the support that young children need in years that are critical to their development. We urge you not only to move ahead to reauthorize Head Start, but also to reconsider the Gramm-Rudman approach to the hard budget choices we must make as a Nation.

Thank you.

[The prepared statement of Sarah Greene follows:]

PREPARED STATEMENT OF SARAH GREENE, PRESIDENT, NATIONAL HEAD START ASSOCIATION

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We have also found that in order to be successful that we can not skimp the level of care and support that we offer to our families. This is a challenging and a perplexing time for all of us who have worked to build a strong and effective Head Start program. It is all but impossible to understand given the Gramm-Rudman approach to balancing the budget through automatic across-the-board reductions, how we will be able to continue to maintain the level of quality that has been the hallmark of Head Start. It is also difficult to grasp how we can accommodate such large cutbacks without serving even fewer children than we currently reach.

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Ironically, at the same time we face significant cutbacks and the real possibility of a weaker Head Start, the value of an early childhood development experience for low-income children is being recognized by policymakers across the country. This new attention makes it even more vital that we continue to invest the resources necessary to preserve a quality Head Start program. The role that a comprehensive early childhood development program such as Head Start can play in promoting a child's development has been the focus of a great deal of public attention much of it centered around the education reform movement. Policymakers ranging from the Research and Policy Committee of the Committee for Economic Development to the National Association of Elementary School Principals have recognized the importance of a public investment in early childhood development.

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Providing continued federal funding for the Child Development Associate Program. The CDA credential is a vital one for Head Start teachers to strive for as it helps to guarantee that they are skilled in a range of competencies essential to quality care giving. Federal support is vital for CDA as it is extremely doubtful given the low salaries of providers that CDA could be operated solely on a fee-paying basis.

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These dilemmas are obviously exacerbated by the budget reductions we are currently experiencing as well as the threat of further cutbacks. It is difficult to envision what of Head Start will remain by 1991 if these automatic reductions continue. Head Start like other child programs already operates on budgets with little elasticity. Since over 70–80 percent of our costs are wages, we do not have a large amount of fat to cut.

While to many, an across-the-board approach to budget balancing sounds sensible, it will have a devasting impact on the ability of Head Start to effectively reach the millions of children and families who are now living in poverty.

We must reauthorize Head Start, the Community Service Block Grant and the Low-Income Home Energy Assistance Program. We urge that this happen quickly so as not to be caught in the press of last minute business. It is time to express confidence in Head Start by providing a five-year reauthorization. It is also time to recognize the value of a Head Start experience for children and families and to provide for authorization levels that would allow for a $200 million increase during each of those years. If these funds were appropriate, we would still not serve 50 percent of eligible children in 1991. We share members of Congress concern with with the rising deficit. However, we can mortgage our nation's future by many choices. One such choice which clearly threatens the strength of our future workforce is to fail to provide the support that young children need in years that are critical to their development. We urge you not only to move ahead to reauthorize Head Start but also to re-consider the Gramm-Rudman approach to the hard budget choices we must make as a nation.

Mr. KILDEE. Thank you very much. Miss Ford.

Ms. FORD. First of all I would like to say welcome to Iowa, Chairman Kildee, and welcome home, Representative Tauke. I am really glad you chose Iowa to have our hearing because that gives me the opportunity to share with you the excellent Head Start programs that we operate in Iowa.

My name is Sharon Ford and I am the Head Start director for Southeast Iowa Community Action in Burlington, IA. I currently serve as president of the National Head Start Directors' Association.

There are 18 Head Start programs in Iowa and 16 of those programs are operated by community action programs. We have found that Head Start works well under CAP for several reasons. First, the goals and philosophy of the programs are similar. Both help people help themselves and both involve people in making decisions about things that affect them. CAP's also may be more flexible than some other grantees and parents feel more comfortable about their role of involvement. CAP, as does Head Start, gives preference to parents in their hiring practices.

In Iowa we operate a variety of programs. We have the standard center-based program, the variation in center attendance, the full-day program, the home-based program, the combination home-based/center-based, and we also operate satellite homes/centers.

This year Iowa is funded to serve 3,646 children with a budget of $7,183,949, making our cost per child $1,970. In addition, $33,141 is disignated for services to the handicapped. As you know, Congress has manadated that we reserve 10 percent of our slots for handicapped children. Last year in Iowa we served 653 children who were handicapped, far surpassing the 10-percent mandate.

Iowa programs have been successful in keeping their cost per child down because of the services we have been able to obtain from the local community and other agencies. Last year our non-Federal contribution in Iowa amounted to $3,193,258. These donations come to our programs in the form of such things as free space, health services, transportation, and volunteer hours.

We support the national policy of parent involvement in the Head Start Program. Last year our parents alone volunteered 263,997 hours for Head Start. Also, we recruit our staff from our parent group. The Iowa programs have 684 employees, of which 196 are current Head Start parents or former Head Start parents.

Iowa has been effective in working with the area education agencies. AEA's provide some screenigs for children in such areas as speech and haring. They also provide follow-up services for the handicapped.

Some programs are able to coordinate children's health exams with the Public Health Department when pediatric nurse practitioners are available. The local extension agencies provide training for programs and the parents on such topics as nutrition, budgeting, home improvement and self-improvement. Programs have been successful in coordinating transportation with the regional transit authority in the area, thus sharing some costs for vehicles and operation of a transportation system in the community.

As you can see, Iowa programs are resourceful and have been using community resources to the fullest. Unfortunately, with Gramm-Rudman and the budget cuts, our resources are also facing cutbacks which means less free services will be available to Iowa Head Start programs. Gramm-Rudman may balance the national budget, but it will destroy the existing balance of Head Start, CAP's, and other social service programs. Although most social programs have had to budget very carefully, there was a spirit of cooperation and an exchange of ideas and resources and knowledge among us. With Gramm-Rudman, there will be nothing to share and each will be forced to work less efficiently, if at all.

It is our hope that Congress will choose to reauthorize Head Start for 5 years. This will allow for more continuity and long-term planning from the national level on down to the local level. Head Start programs could then be assured that certain aspects of the program would be continued for 5 years and could plan their lives and administration of the program more effectively.

Why should Congress continue to spend money on Head Start in Iowa? The most simple and convincing reason is because we have found that Head Start really works. We have experienced a child enrolling in the program years ago unfamiliar with silverware and responding to only the kid come to learn how to eat with silverware, how to smile and feel good about herself, and how to learn her name and go on to high school and employment. We have seen that child's mother become involved in parent center meetings, the classroom, and the Head Start kitchen. The mother learned sanitation, nutrition, budgeting, cooking, and ways to work with her child. The mother's self-esteen grew dramatically and when her second child was enrolled in Head Start her self-confidence had improved so much that she volunteered to be a secretary for the parent group. The father also became involved with the program and through encouragement was able to find a better paying job to help the family financially.

We have enrolled children who were considered to be retarded and we have found through working with them and testing that they had a hearing loss. Once the hearing loss was corrected, they were able to function at their normal level.

We have had parents attend GED classes in our centers and with encouragement and support from the staff were able to obtain their high school diplomas. Some have gone on to further training to become LPN's, RN's, teachers, and social workers, and employed in the community.

Through parent meetings and training many parents have experienced an improved self-image and are active members in the public school systems.

There are many other success stories we could also share with you, and some of those you heard about from the parent testimony today.

The members of this committee know that dollars invested in the lives of Head Start children and families will reap investments back to the community, the State, and the Nation, many their times over. Those parents who gain employment because they learned job skills at Head Start come off the welfare rolls and begin to pay taxes. Head Start parents often will become involved in the public school systems when their children get older. They will devote time and energy to the school system. Their children will see the value of education and go on to college to become doctors, lawyers, and corporate executives.

I also believe that the child whose parent volunteers in the classroom will be much less likely to abuse or neglect that child. Since we know that the abusing parent was likely to have been an abused child herself or himself, Head Start is important in breaking this vicious cycle.

Iowa programs share the concern of other programs across the country of the effects the Gramm-Rudman bill will have on children and families. This year it means a possible reduction in Iowa of $100,575. With our average cost per child of $1,970, that could mean a loss of 51 children in Iowa. However, if we lose other services such as AEA, the loss of children will be even greater.

To reiterate some key points of Miss Greene's testimony, Head Start is a proven program. It should be reauthorized for 5 years. Second, its integrity and quality must not be sacrificed to Gramm-Rudman. State and local resources cannot be stretched farther and

Head Start Program budgets are already trimmed to the bone. Finally, if you will allow me that courtesy, I think you will agree, Representative Tauke, that what's good for Iowa is good for the Nation.

Thank you.

[The prepared statement of Sharon Ford follows:]

PREPARED STATEMENT OF SHARON L. FORD, PRESIDENT, NATIONAL HEAD START DIRECTOR'S ASSOCIATION AND HEAD START DIRECTOR, SOUTHEAST IOWA HEAD START

Welcome to Iowa, Mr. Chairman and welcome home Representative Tauke. I appreciate the opportunity you have granted me today to testify on behalf of a program as important as Head Start. I am glad you are in Iowa because it gives me a chance to talk about the excellent Head Start programs we have in the state.

My name is Sharon Ford and I am the Head Start Director for the Southeast Iowa Community Action Organization in Burlington, Iowa. I also serve as President of the National Head Start Director's Association.

There are 18 Head Start programs in Iowa of which 16 are in Community Action Programs. We have found Head Start works well under CAP programs for several reasons. First the goals and philosophy of the CAP's and the Head Start program are similar. Both help people help themselves and both involve people in making decisions about things that affect them. CAP's also may be more flexible than some other types of grantees and parents feel more comfortable in their role of involvement. CAP as does Head Start gives preference to parents in their hiring practices.

We operate a variety of Head Start programs in Iowa. We have the most common option of the center based program where children are in classes four hours a day, five days a week, and the variation in center attendance where children attend class less than five days a week. We have the full day program for children of parents who are in training or employed and the child attends a classroom all day while the parent is out of the home, and we have double sessions where the same teaching staff has one class in the morning and a second in the afternoon. Also we operate the combination home based/center based option where a child attends class two days a week and the teacher goes into the home twice a month to work with the parent and a variation of the home based program, where children are in center setting twice a month and the teacher makes weekly visists to the home to work with the parent in developing parenting skills. As a result of expansion we have the satellite homes/center where 5-6 children in an isolated area are brought together in a small group in that local community for a Head Start class.

This year Iowa is funded to serve 3,646 children with a budget of $7,183,949.00 making our cost per child $1,970. In addition $33,141.00 is designated for services to the handicapped. Congress has mandated we reserve 10% of our slots for handicapped children. Last Year Iowa served 653 children who were handicapped, surpassing the 10% mandate.

Iowa programs have been successful in keeping their cost per child down because of the services we have been able to obtain from the local community and other agencies. Last year our non-federal contribution amounted to $3,193,258. These donations come to our programs in the form of such things as free space, health services, transportation and volunteer hours.

We support the national policy of parent involvement in the program. Last year parents alone volunteered 263,997 hours for Head Start. Also, we recruit staff from our parents group. The Iowa programs have 684 employees of which 196 are Head Start parents or former Head Start parents.

Iowa has been effective with coordinating services with the local Area Education Agencies (AEA). AEA's provide some screenings for children in such areas as speech and hearing. They also provide follow-up services for children disagnosed as handicapped.

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As you can see, Iowa programs are resourceful and have been using community resources to the fullest. Unfortunately, with budget cuts and Gramm-Rudman our resources are also facing cutbacks which means less free service will be available to Head Start programs.

Gramm-Rudman may balance the national budget but it will destroy the existing balance of Head Start, CAP's and other social service programs. Although most social programs have had to budget very carefully, there was a spirit of cooperation and an exchange of ideas, resources and knowledge. With Gramm-Rudman there will be nothing to share and each will be forced to work less efficiently, if at all.

It is our hope that Congress will choose to reauthorize Head Start for five years. This will allow for more continuity and long term planning from the national level on down to the local level. Head Start programs could be assured that certain aspects of the program would be continued for five years and could plan their lives and administration of the program more effectively.

Why should Congress continue to spend money on Head Start in Iowa? The most simple and convincing reason is because we know from experience that Head Start really works.

We have experienced a child enrolling in the program years ago unfamiliar with silverware and responding only to "the kid" come to learn how to eat with silverware, how to smile and feel good about herself, to respond to her name and go on to high school and employment. We have seen that child's mother become involved n Head Start parent meetings, the classroom and the Head Start kitchen. The mother learned sanitation, nutrition, budgeting, cooking and ways to work with her child. The mother's self-esteem grew dramatically and when her second child was enrolled in Head Start the mother's self-confidence had improved so much that she volunteered to be secretary for the center parent meetings. The father became involved with the program as well and eventually was able to obtain a better paying job to help them financially.

We have enrolled children who were considered to be retarded and we have found through working with them that they had a hearing loss. Once the hearing problem was corrected they were able to function at their normal level.

We have had parents attend G.E.D. classes in our centers and with encouragement and support obtain their high school diploma. Some have gone on to further training to become LPN's, RN's, teachers and social workers and employed in the community.

Through parent meetings and training many parents have experienced an improved self-image and are active members in the local schools parent associations.

There are many other success stories we could share with you about children and families who have succeeded because Head Start gave them a chance to succeed.

The members of this committee know that dollars invested in the lives of Head Start children and families will reap investments back to the local community, the state and the nation many times over. Those parents who gain employment because they learn job skills at Head Start come off the welfare rolls and begin to pay taxes. Head Start parents often will become involved in the public school systems when their children get older. They will devote time and energy to that school system. Their children will see the value of education and go on to college and become doctors, lawyers, and corporate executives. I also believe that the child whose parent volunteers in the classroom will be much less likely to abuse or neglect that child. Since we know that the abusing parent was likely to have been abused as a child, Head Start is important in breaking a vicious cycle.

Iowa programs share the concern of other programs across the country of the effects the Gramm-Rudman bill will have on children and families. This year it means a possible reduction of $100,575. With our average cost per child of $1,970 that could mean a loss of 51 children. However, if we lose other services such as AEA the loss of children will be even greater.

To reiterate some key points of Ms. Greene's testimony, Head Start is a proven program. It should be reauthorized for five years. Second, its integrity and quality must not be sacrificed to the Gramm-Rudman Amendment. State and local resources cannot be stretched farther, and Head Start program budgets are already trimmed to the bone. Finally, if you will allow me the courtesy to paraphrase, I think you will agree Representative Tauke, "What's good for Iowa is good for the nation." Thank you for your kindness and attentiveness.

Mr. KILDEE. He has told me that for many years. [Laughter.]

Mr. TAUKE. We allow Michigan some of the action, too.

Mr. KILDEE. As Head Start directors, how will you deal with the 1.4-percent decrease mandated at your level?

Ms. **Ford**. I spoke with a lot of the Iowa directors before I came to give testimony and many of them are looking at different options. Some are considering cutting out transportation, some are considering reducing the days that children will be in class, and some are looking at decreased support services. And myself, as well as other people, are looking at reducing the number of children.

Mr. **Kildee**. Ms. Greene.

Ms. **Greene**. I might just add that some representatives of the National Association met—of course, including Sharon—and we came up with several recommended options for programs to consider. First and foremost is, of course, looking at quality, and getting with the parents and staff and reviewing your total program in terms of what is the best method to use.

I think the examples Sharon gave are typical of the kinds of things that all programs are looking at. They're looking internally at where can you cut utilities, maintenance. One of the things we are doing locally is cutting out per diem mileage that is paid to support staff who travel from center to center, visiting and talking with parents. Transportation is one of the big issues that many programs are looking at. Many of them are looking at other support staff and their offices.

But whatever the cuts, I think it diminishes the quality of Head Start. But we're all looking at various options, including cutting children.

Mr. **Kildee**. My own observation, of course, has been that I have not seen a Head Start Program anywhere in the country that had any real fat. You're sort of cutting into the bone a bit there, aren't you, when you do that.

What do you think would be the effect upon your programs if there was imposed a 1-year limitation on service to a child?

Ms. **Greene**. I think that would be extremely devastating. I think in the last few years throughout the country, in most Head Start programs, the majority of the children have fell below the poverty guideline, not within or above, but below. The likelihood of those families' salaries or income changing in 1 year is virtually nil. The services would be needed for those 2 years. Children do not come into the program automatically jolly and happy, all of them settled and ready to learn. There's a process involved of training and caring to where those children reach that point.

The same thing happens with parents. Parents do not come into Head Start automatically feeling important, having that self-worth that the parent who testified earlier spoke about. There is a training process that's involved with those parents. One year would be like a crash course in trying to do the quality services we're talking about in Head Start. The income status of those parents does not change.

I think it ought to be just the reverse. We're only serving 29 percent of the programs with 2 years. It ought to be 80 percent for 2 years and 20 or 30 percent with the 1 year. It ought to be a local option based on the needs of that State or that community. There are in some communities, in some States, the availability of some preschool programs, but for the most part a lot of them that have the day care services go up to age 3 and then they anticipate those children then coming on to Head Start. So in most communities there are no other resources available for those families. But a 1-year program for children would diminish the quality that we have worked so hard for over 20 years. It takes that kind of process to do a mindset, is what we're talking about, when we're talking about some of our parents. For many of them this is their first experience in dealing with making decisions regarding budgets and policies. It's the first time many of them have gotten involved in assessing their own career ideas in terms of getting them involved in school and going on to get their GED and, as Sharon said, going on and getting a 2-year and 4-year degree in CDA.

Throughout this country we have lots and lots of examples of people who are now serving as Head Start directors or support staff who started out as parent volunteers. That's a long process. You can't do that in a year. Many of them are working. And you don't just stop and take 16 hours a semester. You take one course, two courses. So it's a process that's involved. We would certainly lose quality. It ought to stay a local program option and I see us moving more toward keeping parents and children in the 2 years.

Also, with the studies and emphasis on early intervention, many of the health problems that are detected are not all detected and all done in 1 year. Many times you do the initial referral and maybe nothing is found. It's later in the year, or even the next year, when health problems are detected. So that 2 year's service is needed to provide the full quality of services that we have talked about here for 20 years. We certainly are adamantly opposed to that being a blanket policy for programs.

Mr. KILDEE. Would you agree that it should be left to local option?

Ms. FORD. Yes, I do.

Mr. KILDEE. Tom.

Mr. TAUKE. Following up on that, is the kind of assessment program that we heard about from the previous panel, is that followed generally on a nationwide basis?

Ms. GREENE. Yes, it is. All Head Start programs and policy councils develop a screening criteria that is used in terms of assessment. They first do like a recruitment, trying to get all kids who are eligible to apply, and then they have a process where they sit down and go through applications and rate according to this criteria for enrollment they have set. Of course, income usually is first because that is the Federal guidelines, and then you look at other things—handicap conditions, looking at children that are in protective care, foster home situations, and you go on down the line. But all programs generally have in their personnel policies and procedures a procedure for handling recruitment.

Mr. TAUKE. Under the assessment criteria that were described by the last panel, apparently preference is given to 4-year-olds; you have more points if you're 4 than if you're 3, and in that way I presume there would be a higher percentage of children in for the 1 year rather than for 2, but yet you capture those people who were particularly needy for a 2-year program.

Is that the way the assessment generally works at the local level?

Ms. GREENE. I think the assessment in terms of the age is not generally looked at that way. That is peculiar to this particular program. But the ones that I know nationwide, that look at the 4-year-old, are trying to make sure that that child has the benefit of Head Start before entering public school. It is to make sure that that child has at least had that year, because in most communities at age 5 many of them enter kindergarten. So it is trying to ensure that that child has had at least that year of Head Start. I don't think it's based on the discussion that Mr. Murphy had.

I also would doubt or disagree tremendously in saying that there is very limited gains in terms of the child's learning by being in Head Start 2 years. The difference in terms of what happens at 3 and 4 through early childhood practices tells you there's a different maturity level. I think if there is more gain it's due to that. But I don't think there are any studies that show that. From the Head Start programs that I'm familiar with, there is a curriculum that is individualized according to that child's need, where that child is and where that child needs to go. I don't think there is substantial evidence to show that, not from the programs throughout this country that I'm familiar with.

Mr. TAUKE. How do you feel, either of you, about the regulations that Mr. Murphy referred to earlier, which say essentially we're trying to encourage 1 year participation but 2 years is OK if you meet certain guidelines.

Have you had a chance to review those criteria, first of all——

Ms. GREENE. Oh, yes.

Mr. TAUKE. Do you have any observations?

Ms. FORD. We continue to be supportive of the legislation as it is now written, giving the option to programs to serve children more than 1 year.

Mr. TAUKE. Are you familiar with the criteria that Mr. Murphy referred to earlier and do you find that consistent with the legislation, or do you think it's a problem?

Ms. GREENE. I don't really hear a criteria for that. I disagree, I should say, with his rationale, in which he said basically that children do not gain very much in those 2 years or that there's a big difference in terms of what happens that last year versus the first year. I don't think there is evidence to support that.

Mr. TAUKE. I don't think either of you mentioned the $25 million for training and technical assistance. Do you feel we should take that $25 million and set it aside for training and technical assistance?

Ms. GREENE. Definitely. In my testimony I mentioned the importance of the T&TA, the training and technical assistance, in CDA. We feel that money ought to be protected and definitely in there because, No. 1, Head Start does not have a high turnover of staff and definitely, by matriculation, you have a turnover in parents. That training money needs to be in there so that programs can adequately train staff.

Mr. TAUKE. I noticed you said it was important, and I think it's important, too. But when the across-the-board cut is made, for example, and that's not touchable, I wonder if it is more important than the kids.

Ms. GREENE. I think in order to give the kids a quality program you need quality staff, and that's through training. You're using lots of paraprofessionals and the turnover in that continuous training is necessary.

Mr. TAUKE. Sharon, you would agree with that?

Ms. FORD. Yes, and when you start tampering witha the T&TA funds which are available to train staff, then you are jeopardizing the quality of staff you have.

Mr. TAUKE. Is there any way to deal with the turnover problem?

Ms. GREENE. Yes. Give us a huge—[laughter]. We can raise the level of salaries for all of our employees and keep the staff.

You see, what happens, we train them in good fashion and then they move on to a higher paying job. You know, that's beautiful in one sense, and we want that to happen for the employee or the parent, but what that does for our program is it keeps us transition. It keeps us training and retraining and it jeopardizes the quality of the program.

We would like to be able to keep that trained person because they have started from the ground and worked their way up. So if we had this cost-of-living increase, if we had been able to use our $12 million and put it just into salaries, then it would enable us to keep those staff persons.

Mr. TAUKE. Is there any coordination between the State programs and Head Start?

Ms. GREENE. Yes, in many States. First of all, in all of the State programs that I'm familiar with, Head Start staff were involved in the initial planning and implementation of the program. In many of the State programs the money is added on like additional money for Head Start, extending the services, or offering it to more children in Head Start. In many instances—I know in California and in, I think, Maine—I gave an example of Maine—that is the way it is set up. But in most States, Head Start is involved initially, trying to ensure that the comprehensiveness of the early childhood program is there and not just dwelling on the education component. But Head Starts are generally involved.

Mr. TAUKE. Finally, perhaps for the record you could just tell us how the National Head Start Association is set up. You're kind of an umbrella organization, as I understand it, but why don't you clarify that for the record.

Ms. GREENE. Certainly.

The National Head Start Association is comprised of four affiliate groups—Head Start parents, Head Start staff, Head Start directors, and Head Start friends. We have representatives on each of those affiliate boards, from the 10 regions, including the Indian and migrant Head Starts. There are in each affiliate board at least two representatives from each region. They meet with all of their regions, with all of the States, and they get their concerns and their issues and then bring them back to the affiliate board.

The overall board is like an umbrella. It has six representatives from each of those affiliates, so they then feed into the overall association in all of the decisionmaking process.

We have regular board meetings. We have started a newsletter where we communicate to all Head Start grantees all the various actions that have taken place and, as such, they then feed into us all the kinds of issues and problems that they are having across the country.

We then have an annual conference where parents and staff and all these various affiliate groups come together and have training and share different ideas on what's going on in their program, and also share problems at the centers.

Mr. TAUKE. Sharon, your organization is one of the affiliates of the National Head Start Association?

Ms. FORD. Yes.

Mr. TAUKE. Very good. Thank you so much.

Mr. KILDEE. I thank both of you for your testimony. We will be in contact with both of you as we start reauthorizing.

Ms. GREENE. Thank you.

Ms. FORD. Thank you.

Mr. KILDEE. Our next panel consists of Joanne Lane, chair of the Iowa Commission on Children, Youth and Families, Waterloo, IA; Karen King, director of the Polk County Child Care Resource Center, Des Moines, IA; and Mike Knapp, legislative chairman, Iowa Association for the Education of Young Children, Waterloo, IA.

Ms. Lane, why don't you proceed.

STATEMENTS OF S. JOANNE LANE, CHAIR, IOWA COMMISSION ON CHILDREN, YOUTH AND FAMILIES, AND DIRECTOR OF CHILD CARE SERVICES, EXCEPTIONAL PERSONS, INC.; KAREN KING, PROGRAM MANAGER, POLK COUNTY CHILD CARE RESOURCE CENTER, DES MOINES, IA, AND MICHAEL M. KNAPP, LEGISLATIVE CHAIR, IOWA ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN

Ms. LANE. Good morning. Thank you, Mr. Chairman, Honorable Congressman Kildee and Honorable Congressman Tauke, for allowing me the privilege of testifying before this committee.

I am Joanne Lane from Waterloo, and the testimony which I present to you this morning is based on two perspectives:

First of all, that of the director of the Child Care Coordination and Referral Services Program of the Exceptional Persons, which is a human service agency incorporated under the corporate laws of the State of Iowa and declared tax exempt under section 501(c)(3) of the Internal Revenue Code of 1954 as a charitable, nonprofit organization. The basic direction of the agency is to give services that affect the mentally retarded and physically handicapped of the Governor's Planning Area VII.

The policy of the agency has always been to coordinate services available, first using the existing services through existing agencies, second, helping other agencies develop programs to meet needs, and third, to develop and operate programs on their own.

When the child care coordination program was established in 1976 through the cooperative efforts of the Black Hawk County Board of Supervisors and the Long-Range Planning Division of the Cedar Valley United Way, it was determined that placement of the program within an existing agency philosophically in harmony with the goals of the child care coordination program would be more cost effective than starting a new agency. That is the reason it tends to confuse people, but we are under the neutral umbrella of the Exceptional Persons, Inc. agency.

Following a survey in 1980-81—there was a community survey of child care needs and attitudes—the coordination program was expanded to provide support to the family day care home provider and the parent who is dependent upon adequate/affordable child care to be able to work or to be able to take part in a training program. Since 1983, then, the program has been known as Child Care Coordination and Referral Services. The program has 1.75 staff—a 0.75 family day care specialist and myself, and I serve as a full-time program director, and then with the clerical support from the Exceptional Persons, Inc. agency. Funding comes from the Black Hawk County Board of Supervisors, 44 percent; the Cedar Valley United Way, 13 percent; the Child Nutrition Program, 29 percent; and various small grants, 13 percent.

The broader perspective that I bring to you is that of Chair of the Iowa Commission for Children, Youth and Families. Created by the 70th General Assembly, the purpose of the Commission is twofold: It is to encourage coordination of services and resources to children, youth and families, and it is to advocate for children, youth and families through decisionmaking bodies and the general public.

The Commission is given a diverse makeup to fulfill those two purposes. The Commission is composed of nine citizen members, including in that nine one youth and one family counselor, three public officials, which are a mayor, a member of a county board of supervisors, and a school board member; five department directors, departments of public instruction, health, human services, substance abuse and corrections; and then there are five nonvoting members, four legislators, two from each house and one from each party; and a district court judge.

In the enclosed annual report—and Karen brought them over from Des Moines. I think there are just two or three copies, but we will bring enough copies in this afternoon.

Mr. **Kildee**. We will make that a part of the record, too.

Ms. **Lane**. You will see the names of the members of the Commission.

[The document referred to was not received by the committee.]

Ms. **Lane**. Much of the Commission's work is done through committees. A large number of citizens and professionals from across Iowa serve on these committees.

The legislature gave the Commission these duties: To work with State agencies in an advisory capacity to help plan needed services for children, youth, and families; to improve and coordinate planning efforts of Federal, State and local service providers; to provide the Governor and legislature with recommendations and information to upgrade and improve services to children, youth and families—that's an annual requirement and our annual report is part of that; to provide local communities with technical assistance; to identify State and Federal resources that can be used in local areas; to provide needed programs and services for parents to assist them in their parenting role; to work to identify unmet needs and develop a plan to meet those needs; and to serve as an advocate for Iowa's children, youth, and families to decisionmaking bodies and the public.

Additionally, this last year the legislature gave the Commission another function, which was to work with the local county boards of social welfare in each county to ascertain the human services available, how these services are coordinated and the cause of coordination problems, to identify duplication of services, and to help break the cycle of dependency experienced by some families on human services programs.

In the spring of 1985, as the Commission completed its first year of operation as an advocacy and coordinating agency and began making plans for subsequent years, it questioned whether an effective and efficient service delivery system which is responsive to the needs of all of Iowa's children and families actually exists.

The approach used by the Commission to address this question was to first define its roles in promoting the system. In its advocacy role, the Commission acts as a spokesman for children, youth, and families in Iowa. This responsibility dictates that it not only be responsive to the needs and concerns of Iowans, but that it create a means to hear these concerns. Therefore, the Commission held statewide hearings in September 1985 entitled "Building Blocks for the Future: Are We Providing Necessary Services for Children, Youth and Families Now?"

Over 300 Iowans attended the hearings that were held in Waterloo, Davenport, Des Moines, Mount Pleasant, Spencer, and Council Bluffs to inform Commission members of their interests and ideas. Although 21 topics were addressed, the emerging theme from those hearings centered on the economy and the resulting stress being felt by children and families in Iowa. Of particular concern were mental health services for children, child care, and child abuse.

Some of the recommendations related to child care there were made by Iowans at those hearings were—in the interest of briefness, I am not going to read all of them. They're in the written testimony.

Mr. **Kildee**. Your entire testimony will be made a part of the record, so you may summarize in any way you wish.

Mr. **Lane**. To establish and fund programs in local communities to enable them to meet their specific child care needs; to raise the social service block grant eligibility guidelines for child care subsidy; to establish a child care clearinghouse to improve communications among communities, to aid them in developing quality child care programs, and provide information about child care; to develop before and after school child care programs in the State; to provide more available and affordable child care for parents to work.

Child care should be available for job training; it should be available when parents are looking for work; quality day care referral services and delivery of child care services should be viewed as a social policy tool designed to stimulate employment.

Establish an information program to educate providers about nutrition, child abuse prevention, care for children, and personal hygiene; quality child care should be available to low-income parents and it needs to be affordable and accessible on a sliding-fee scale; provide child care assistance to teenage mothers who wish to continue their education; expand child care subsidies to all countries; funds need to be increased for identified needs such as infant care, sick child care, before and after school care, or special child care needs programs.

These are a few of the excerpts from that testimony and those hearings.

There is a critical need for child care subsidy for low income working parents. With the advent of the social services block grant, child care funding in Iowa has been cut severely. The fact that title 20 social services block grant is not exempt from Gramm-Rudman has grave implications for child care services.

In this fiscal year a child care subsidy under the social services block grant is available in 66 out of Iowa's 99 counties.

Mr. KILDEE. Could I interrupt you at that point?

Ms. LANE. Yes, you may.

Mr. KILDEE. You raise a very good point. We are being asked this year to eliminate the community services block grant saying that the social services block grant will take up the slack. Is there any slack there to——

Ms. LANE. There is no slack and the following statistics I think are even more critical.

Mr. KILDEE. Thank you very much.

Ms. LANE. Collectively the States—and this is according to the Children's Defense Fund, Helen Blank—that collectively the States are spending approximately 18 percent of their title 20 social services block grant moneys for child care. This year in Iowa, 3.84 percent of the total Federal social services block grant was budgeted for child care. That includes protected child care.

When you include the State, Federal, and local dollars for the social services block grant eligibles, 4.74 percent is budgeted for child care. So it is very much lower than nationally as the ranking.

In Black Hawk County a brutal example of a lack of child care resources came to rest last spring when a 4-year-old child was murdered by her mother. The child had been evaluated by our area education agency child screening team. She was identified as high risk for abuse and neglect and they recommended immediate placement of that child in Head Start. There was no room in our Head Start. They had a long waiting list and they just could not serve the family.

So the next option was to place the child in a child care center. But the mother had no transportation. One of the things that went when we had to deal with fewer and fewer dollars for protective service child care was the ability to provide transportation. So the child didn't receive any services. The end of the long, painful story is that the day before Christmas the mother was convicted of first degree murder.

It's an extreme case and I hesitated to mention it here. But it is a painful reminder to us of society's failure to adequately protect the child.

Adequately subsidy for child care services has been shown to remove a barrier for low-income parents for employment. Quality child care is expensive and low-income parents need assistance even though their incomes area above poverty to keep them employed. A working parent whose salary is $11,039.40 is living at 150 percent of OMB poverty guidelines. Although child care expenses would amount to $4,160 per year, the family is not eligible for child care subsidy available through social services block grant funds.

Equally important to child care subsidy is the availability of child care. Before and after school child care in public school facilities is a cost effective method of utilizing an existing facility and contributing to the safety and quality of life of Iowa's school-age children. Federal funds for startup and operating costs for school-age child care is especially critical in these tough economic times.

Through the 1981 child care needs survey that we conducted in Waterloo with 11 different businesses, 40 percent of the parents that responded to our survey found that finding child care was a real problem. Child care information and referral is a vital service for parents. Federal moneys again are very important for startup costs, but speaking as the director of a referral program that is in its third year of operation, operating and expansion costs are also needed. We continue to receive double the number of requests or child care than we have spaces, even though it continues to grow.

Another important result of that same needs study was the parents' overwhelming preference for the family day care home setting. This preference continues, as 93 percent in our last fiscal year, of the over 700 parents who had received child care services, their first choice was the family day care home.

The Child Care Food Program and those two training components of the Miller bill, the scholarships for the child development associate credential under section 402, and the training and technical assistance involving family care providers, section 404, are valuable as we seek to increase the supply of safe child care.

These are tough times in Iowa. The families that have children are struggling to keep afloat; the State's financial resources are dependent upon a farm economy that is in real trouble; and the counties are trying to pick up the shortfall, but their only funding base is the property taxes of people that are already financially strapped. The Federal Government must recognize the responsibility to the States and the communities for continued funding for human services.

I commend you and thank you for taking the time to come to Iowa for this field hearing.

[The prepared statement of Joanne Lane follows:]

Prepared Statement of S. Joanne Lane, Chair, Iowa Commission on Children, Youth and Families and Director of Child Care Services, Exceptional Persons, Inc.

Thank you, Mr. Chairman, for allowing me the privilege of testifying before this Committee.

I am Joanne Lane from Waterloo, and the testimony which follows is based upon two perspectives: (1) that of the director of the Child Care Coordination and Referral Services Program of the Exceptional Persons, Inc. Agency which is a private human service agency, incorporated under the corporate laws of the State of Iowa and declared exempt from Federal taxes such as under Section 501(C)(3) of the Internal Revenue Code of 1954, as a charitable, non-profit organization. The basic direction of the agency is to give services that affect the mentally retarded and physically handicapped of the Governor's Planning Area VII—Black Hawk, Butler, Bremer, Grundy, Buchanan, Tama and Chickasaw Counties.

The policy of the agency has always been to coordinate services available, first using existing services through existing agencies, secondly helping other agencies develop programs to meet needs and thirdly to develop and operate programs on its own.

When the Child Care Coordination Program was established in 1976 through the cooperative efforts of the Black Hawk County Board of Supervisors and the Long Range Planning Division of the Cedar Valley United Way, it was determined that the placement of the program, within an existing agency philosophically in harmony with the goals of the Child Care Coordination Program, would be more cost effective than establishing a new agency. Thus, the Child Care Coordination Program was placed under the neutral umbrella of the E.P.I. agency.

Following a 1980–81 community survey of child care attitudes and needs, the Coordination Program was expanded to provide support to the family day care home provider and the parent who is dependent upon adequate/affordable child care services to work or participate in a training program. Since 1983, the Program is Child Care Coordination and Referral Services. The Program has 1.75 staff (a .75 family day care specialist and myself, a full-time program director) and the necessary clerical support of the E.P.I. agency. Funding comes from the Black Hawk County Board of Supervisors (44.2%); Cedar Valley United Way (13.2%); Child Nutrition Program (29.4%) and various small grants (13.2%).

The broader perspective that I present is that as Chair of the Iowa Commission for Children, Youth and Families. Created by the 70th General Assembly, the purpose of the Commission is twofold. It is to: encourage coordination of services and resources to children, youth and families; advocate for children, youth, and families through decision-making bodies and the general public.

The Commission was given a diverse makeup to fulfill those two purposes. The Commission is composed of 9 citizen members (including one youth and a family counselor), 3 public officials (a mayor, a member of a county board of supervisors, and a member of a schoold board), 5 department directors (the Departments of Public Instruction, Health, Human Services, Substance Abuse, and Corrections), and 5 non-voting members, 4 legislators (2 from each house, 1 from each party), and a district court judge. In the enclosed annaul report you will find the names of all members of the Commission.

Much of the Commission's work is completed by committees. A large number of citizens and professionals from across Iowa serve on these committees.

The Legislature gave the Commission the following duties:

Work with state agencies in an advisory capacity to help plan needed services for children, youth and families.

Improve and coordinate planning efforts of federal, state and local service providers.

Provide the Governor and legislature with recommendations and information to upgrade and improve services for children, youth and families.

Provide local communities with technical assistance.

Identify state and federal resources that can be used in local areas;

Provide needed programs and services for parents to assist them in their parenting role.

Work to identify unmet needs and develop a plan to meet those needs.

Serve as an advocate for Iowa's children, youth and families to decision-making bodies and the public.

Additionally, last year the legislature gave the Commission another major function which was to work with the County Boards of Social Welfare in each county to ascertain the human services available, how these services are coordinated and the cause of coordination problems, to identify duplication of services and to help break the cycle of dependency experienced by some families on human services programs.

In the Spring of 1985, as ICCYF completed its first year of operation as an advocacy and coordination agency and began making plans for subsequent years, it questioned whether an effective and efficient service delivery system, which is responsive to the needs of all Iowans, exists.

The approach used by ICCYF to address this question was to first define its role in promoting such a system. In its advocacy role, the Commission acts as a spokesman for children, youth and families in Iowa. This responsibility dictates that it not only be responsive to the needs and concerns of Iowans but that it create a means to hear these concerns. Therefore, the ICCYF held statewide hearings in September, 1985 entitled "Building Blocks for the Future: Are We Providing Necessary Services for Children, Youth and Families Now?"

Over 300 Iowans attended the hearings held in Waterloo, Davenport, Des Moines, Mount Pleasant, Spencer and Council Bluffs to inform IICCYF members of their interests and ideas. Although 21 topics were addressed, the emerging theme of the hearings centered on the economy and the resulting stress being felt by children and families in Iowa. Of particular concern were mental health services for children, child care, and child abuse.

Some of the recommendations related to child care that were made by Iowans at those hearings were:

Assist in the development of hospital-based child care for sick children.

Develop a plan to provide sick child care services for families on a needs assessment basis, incorporating a sliding fee schedule.

Establish and fund programs in local communities to enable them to meet their specific child care needs.

Provide a flexible benefits plan for state employees which will include child care as an optional benefit.

Raise the social service block grant eligibility guidelines for child care subsidy.

The state should assist in attaining affordable liability insurance for day care homes.

Establish a child care clearinghouse to improve communications among communities, aid them in developing quality child care programs and provide information about child care.

Establish workable latchkey programs.

Develop before-and-after-school child care programs in the state.

Provide more available and affordable child care in order for parents to work.

The legislature should create a more favorable tax picture for low and middle income working parents. The child care tax credit should be increased and limited to those parents employing registered or licensed child care.

Child care should be available during job training.

Child care subsidy should be available for people who are looking for work.

Quality day care, referral services and delivery of child care services should be viewed as a social policy tool designed to stimulate employment.

Supplement the amount of money that day care home providers receive on the child care food program.

Establish an information program to educate providers about nutrition, child abuse prevention, care for children and personal hygiene.

Provide funding to insure stronger licensing standards for day care.

Provide funding to allow centers of comply with licensing requirements.

Develop more time-out nurseries.

Quality child care should be available to low income parents and it needs to be affordable and accessible and on a sliding fee scale.

Provide child care assistance for teenage mothers who wish to continue with their education.

Expand subsidized day care for low income working parents and those who are in school or job training.

Day care centers should be exempted from sales tax.

Expand child care subsidies to all counties.

Mandate registration for family day care homes.

Mandate licensing for family day care homes.

Funds need to be increased for identified needs such as infant, sick child care, before-and-after-school care, or care for special needs program.

More support be provided for day care for low income residents.

These excerpts from hearing testimony are included in the 1985 Annual Report of the Iowa Commission for Children, Youth and Families which is presented to you along with a copy of this testimony.

There is a critical need for child care subsidy for low income working parents. With the advent of the Social Services Block Grant, child care funding has been cut severely. The fact that TXX/SSBG is not exempt from Gramm-Rudman has grave implications for child care services.

This fiscal year in Iowa, a child care subsidy under the Social Services Block Grant is available in only 66 of the 99 counties. While collectively states spend approximately 18% of their TXX/SSBG monies for child care [1] this year in Iowa 3.84% of the federal TXX/SSBG funds were budgeted for child care ($33,775,000 total federal to Iowa, $1,300,000 for child day care). When you consider federal, state and local funds for Social Services Block Grant services, 4.74% are budgeted for child care ($62,541,000 total funds, $2,968,000 for child day care).

In Black Hawk County a brutal example of lack of resources for child care came to rest last spring when a 4-year-old child was murdered by her mother. When the child was evaluated through our Area Education Agency Child Screening Team, she was identified as a high risk child for abuse/neglect and immediate Head Start placement was recommended. Our Head Start had no openings. As the child was "high risk", protective service day care was offered as a second service option. The mother agreed but had no means of transporting the child to a child care center. And since, with federal funding cut backs, transportation was not an allowable service under protective service child care, the child was not enrolled in any early childhood program. To make a long, painful story very short, the mother of the 4-year-old girl was convicted of first degree murder the week before Christmas.

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[1] Child Care, A Service Key to Parents As Well As Children, Helen Blank, Children's Defense Fund.

That is an extreme case and I hesitated to mention it. However, it is a painful reminder of society's failure to adequately protect a child.

Adequate subsidy for child care services has been shown to remove a barrier for low income parents to employment. Quality child care is expensive and low income parents need assistance even though their incomes are above poverty in order to keep them employed. A working parent with two children whose salary is $11,039.40 is living at 150% of the OMB poverty guidelines. Although child care expenses would amount to $4,160 per year, the family is not eligible for Child Care Subsidy available through Social Services Block Grant funds.

Equally important to child care subsidy, is the availability of child care. Before-and-after-school child care in public school facilities is a cost-effective method of utilizing an existing facility and contributing to the safety and quality of life of Iowa's school-age children. Federal funds for start up and opening costs for school-age child care are especially critical in these tough economic times.

Through the 1981 child care needs survey that was conducted within eleven Waterloo-Cedar Falls businesses, 40% of the parents indicated that finding safe child care for their children was a real problem. Child care information and referral is a vital service for parents. The federal monies are important for start up costs but, speaking as the director of a referral program that is in its third year of operation, operating and program expansion costs need to also be included.

Another important result of the same needs study was the parents' overwhelming preference for child care in a home setting—the family day care home. That preference continues as 93% of the parents calling for child care referrals, during our agency's last fiscal year, indicated that their first choice child care option was the family day care home.

The Child Care Food Program, and the two training components of the Miller Bill, "Child Care Opportunities for Families Act of 1985"—the scholarships for the Child Development Credential (Section 402) and the Training and Technical Assistance Involving Family Day Care Providers of Child Care Services (Section 404)—are valuable as we seek to increase the supply of safe child care.

These are tough times for children in Iowa. Their families are struggling to keep afloat; the state's financial resources are dependent upon farm economy that is in real trouble; and the counties are trying to pick up the shortfall but their only funding resource is the property taxes of the property owners who are financially strapped. The federal government must recognize their responsibility to the states and communities in funding human services.

I commend you for taking the time to come to Iowa for this field hearing.

Mr. KILDEE. Before we go on to the next witness, it occurred to me that they're asking for a freeze, going back to the 1985 level for Head Start. They are asking for the elimination of the community service block grant. They are also asking for the elimination of $5 million we have for information and referral and for after-school care, latch key. Those would be three strikes right there, wouldn't it?

Ms. LANE. Yes. And another thing that was covered in that needs survey that we did in 1981 and 192, we found that there were many parents who are leaving their children alone before and after school because they had no available child care. They expressed a lot of apprehensions but, as they said, they had no other choices.

Mr. KILDEE. They are tough choices.

Ms. LANE. Very tough choices.

Mr. KILDEE. Thank you very much.

Ms. KING. Thank you, Mr. Chairman. I am excited about having something like this happen in Iowa. I think it's about time.

I also appreciate the opportunity of sharing with you some of my personal experiences with child care issues as they relate directly to the dependent care block grants that have been proposed and rescinded by the President, to at least provide some incentive for child care resource and referral to develop in local communities across the State, in addition to the school agree programs that would provide an incentive to happen across the States.

I have had a rather long and interesting past, as I have been involved in child care issues. It has been over a 16-year span of time, with my most immediate involvement being with the Polk County Child Care Resource Center. I have been the staff program director there for 7 years. The program has been on the drawing board probably dating back 8 to 9 years, but actually providing direct services for 7 yearts. I have brochures and annual reports that I would like to submit for your information, rather than to go into lengthy detail about what child care resource and referral is in Des Moines, IA.

Mr. KILDEE. They will be made a part of the committee file. Thank you very much.

Ms. KING. In addition to that, we have been in the process of managing a research and demonstration program under the discretionary grant in 1985, and I would also like to submit that study that has been put together as a result of that.

Mr. KILDEE. Without objection, it will be made a part of the committe file.

Ms. KING. I think it has been interesting to note—and I believe all of you are very familiar with the fact—that over the course of the last few years there have been drastic changes in the delivery of child care services as they respond to the changing needs of the American family. At a time when Government funding was shifting, disappearing, et cetera, the need and the demand for child care services was on the rise. If you think about those two, they don't quite balance on the scale.

The child care consumer of today is much, much different than the child care consumer in the seventies when child care programs were more or less put in process. A child care resource center, in operating a child care referral, we speak to over 3,000 parents, 3,000 different working parents, on an annual basis, and can certainly, as a result of that, come up with some substantiated facts about that child care consumer.

It is interesting to note there is a much broader socioeconomic group of parents out there today looking for child care services than the group of parents we noted of our past. The ages of children needing child care services is much different than the ages that were accommodated in the early seventies. There is an excruciating need for infant care because most people do not have the luxury of waiting until that child reaches the magic age of 2 to become a member and involved in a child care center situation.

In addition to that, we are also seeing attention placed on that school-aged child, and it has been interesting to note that in other parts of Iowa that our service has been offering technical assistance to we often see that a community-based group—it takes many different phases, depending upon what the community is—but it's very easy for any local community, I believe, across the State of

Iowa to rally around the school-aged child care situation and the need for care for that aged child. There are a number of people that are very willing to accept the fact that public schools have been, by far, the major provider of child care services over the course of years.

Right now I think all of us—the parents, the communities, the organizations locally interested in meeting the school age child care needs—are beginning to look at possibly a different role that that public school might play in accommodating some of those child care needs of the school aged child.

As to the increasing numbers of mothers in the workforce, in Des Moines almost half of the total workforce is women, and a full 17 percent of those women are single heads of households. In contrast, only 11 percent of the work force comes from that so-called traditional family, where a single breadwinner supports the spouse and children. Clearly, I believe we need to make the point that the economic conditions and the change in space of the American family dictate a much stronger emphasis on who is mind the children.

The purpose of the Polk County Child Care Resource Center is to increase the affordability and accessibility of child care options in the Polk/Des Moines community through various programs of support to both parents, providers, and employers.

What has happened in Des Moines, IA, in the development of the child care resource center is not unlike what's happening across the United States. I would like to bring up the fact that in 1978 and 1980 the Day Care Division of the Administration for Children, Youth and Families, together with the Ford Foundation, studied child care information and referral services. It was a research study called Project Connections.

The term "child care information and referral" leads to the conclusion that services such as the one operated in Polk County are merely specialized information services for child care while, in reality, these organizations are a central linking device for child care service and parents served. Child care resource and referrals across the country not only have more information for parents that the information and referral applies, but they have more help to parents in how to choose as quality arrangement while providing a number of other services. The services that are available through the Polk County Child Care Resource Center are very much identical to the ones across the country—and I'm going to mention them very briefly:

A component of education/counseling to parents, support services to providers, a very mobilizing effect in increasing the quality of care that's available through the family day care home setting, and then accessing that family day care system that's pretty much lost out there in the community if you don't have that kind of support available. But the data is first hand and very important to community planning, facilitating employer support for child care through child care resource and referral sponsorship, which is also a service that you're seeing across the country as a popular service, to at least have employers begin to think about how they might better support the needs of their employed parents.

Another thing that is happening in a majority of the resource and referral centers that are in operation, they are beginning to look at alternative funding methods for child care payments to providers in varying ways. The reason for that is that resource and referrals are in touch with both the damand and the supply of child care in any given community. They have the capacity to create an alternative plan for child care purchasing while linking parents with the existing system and multiple other family resources. For that same reason, service gaps are easily identified locally and resource and referrals can help better target employer resources.

In addition to private sector participation for child care, resource and referrals are involved in work to remove barriers at the governmental level to the growth of day care and in recruiting new providers and helping them through the startup phase.

In giving some numbers, for our last fiscal year, the referral component of our program only, we served 3,600 families, gave placement information that assisted them in placing 5,400 children. On our referral listing in Polk County we have 1,200 day care homes, 62 day care centers, and 75 preschools. Placement information for infants under two years old still constitute the largest portion of our referral calls.

Further data that we have collected this past fiscal year indicates that affordable school age child care programs do not meet the demand in Polk County, except that we are proud to share with you the fact that the Des Moines public school system does operate 12 different public school age programs and do care for 205 children in those programs. Each program maintains a waiting list; each program is offered at reasonable cost, in that the public schools are able to offer it at $15 a week for both segments of care. If the parent chooses to purchase both the before school part and the after school part, it is a $15 a week amount that they pay for this care. Fifteen dollars a week to many working families is still $15 that they may not have and they will still, for varying reasons, choose to continue using no child care at all as opposed to child care they would consider fitting into their budget.

The subsidy program that the resource center offers right now does contract with the public schools and is able to provide a subsidy if the $15 a week is unreasonable for that family to handle. Fifteen dollars a week is really a very reasonably priced school age program. One of the reasons it can happen that way and be delivered at that cost is because the public schools are contributing utilities, maintenance and the facility, as well as employing the care givers.

The end result of what's happening in Des Moines has been a very rapidly growing program. Operating costs, as well as the startup moneys needed to get something like this going, are critical. The startup moneys do provide the incentive to get a program off the ground that possibly isn't there, but the ability to maintain something of that magnitude is also very important.

Joanne mentioned the Iowa Commission on Children, Youth, and Families hearings held across Iowa. You will find a section in there that continuously makes reference to quality affordable child care and pointing out that the overall purpose and need for child care resource and referral services as being both quality and affordability.

Realizing that the social service block grant is the bread and butter for many families, as well as the mainstay for many day care services, the resource is shrinking. Maintaining the core of child care is not limited to Iowa alone. Wisconsin and Minnesota are also examples where a small shift is happening and local and State money is being used to assist in this day care crisis in spite of the fact that these States like Iowa are facing rather drastic economic problems.

Child care R&R is certainly no substitute for adequate subsidies, but it can exert influence on the supply of child care and can provide much of the needed documentation to pull down funding and establish needs in both the private sector and the public sector.

I think most of you are aware of the interest in involving employers in child care. In Des Moines there is very limited employer-supported child care, at least to the point that it has had a direct effect on the system of child care as it exists. I think we can safely report that businesses are not in the child care business and, although they are interested in buying into your communities' existing systems, they are not going to be able to do that alone. Which brings us to a question of what is the Federal role in promoting development and expansion locally in the area of child care R&R and in the area of school age.

There does seem to be a sensible Federal role, if it can be carefully conceived, that will encourage innovative approaches and community-based programming that will enhance the quality of life for all children. Although the State grants for dependent care planning and development are small, they will directly increase the supply of school age child care programs, facilitate the efficient use of existing supply of all child care services, and will provide an incentive for local support. Further, it can directly encourage the expansion and upgrading of existing child care resource and referral and school age programs if operating costs are included in the expansion and upgrading incentive.

I encourage Congress to stick to their guns and allow the State grants for dependent care planning and development appropriation bill of $5 million for fiscal year 1986, to become reality. I understand this money has been rescinded by the President, bit if Congress does not act within a 45-day period, the rescission would be void.

This concept of a little bit of money to get something going is important. The State grant for dependent care planning and development does have the chance of multiplying locally. It will bring child care resource and referral and school age issues to the table and provide an incentive for State and local government to include these issues on their agendas. In addition, it will provide an initiative for local community organizations and employers to support the resource and referral and school age child care needs of employed families.

We have only had 2 years to work with the present Head Start legislation with no money spent in this area of school and R&R services. Now the bill has to be reauthorized and it really hasn't had a chance to prove what it can do. We would certainly encourage you to look at reauthorization that might extend beyond a 2-year period.

We would also like to make reference to S. 806 that was introduced. It had some key items that you may consider as you're looking at an appropriation or a reauthorization for this next period. The reauthorization in that bill did talk about 3 years instead of 2, and that new requirements for resource and referral to provide information designed to improve the ability of parents and guardians to make an informed selection of available dependent care service.

Again, submitted in the testimony that you have, I would like to have you consider several of these provisions when drafting the reauthorization. Both the House-passed resource and referral bill, as well as the House-passed school age child care bill, allowed funds to be used for operating costs and provided an increased authorization for both services.

I want to thank both Congressmen Tauke and Kildee for supporting the school age and resources and referral bills when they were considered by the House. In closing, I wish to encourage the concept of State grants, which, I think, I have probably said enough about, to let you know that a little bit of money as an incentive is certainly better than no incentive. It does spur very interesting partnerships at the local level and, I think, you will be able to get an idea of what kind of local partnerships we do have going in Polk County because of a similar kind of incentive that we were able to receive 7 years ago.

Thank you.

[The prepared statement of Karen King follows:]

Prepared Statement of Karen King, Polk County Child Care Resource Center

STATE GRANTS FOR DEPENDENT CARE PLANNING AND DEVELOPMENT INCLUDING SCHOOL-AGE CHILD CARE SERVICE BEFORES AND AFTER

Mr. Chairman, Thank you for the opportunity to share with you my personal experience with child care issues as they relate to the reauthorization of the present Head Start bill. I will be addressing the State grants for the dependent care planning and development section which include school age child care and child care resource and referral services.

I am Karen King, the program manager for the Polk County Child Care Resource Center, located in Des Moines, IA, as a multiple funded community based program of the Polk County department of social services. This program has been in operation with Polk County for 7 years. I have been involved with the program in many different capacities that date back to drawing board days and initial planning stages.

My involvement with child care issues take me back some 16 years as a child care advocate associated with the needs of an inner-city child care center in Des Moines. The longevity of my involvement has made me acutely aware of complex needs in this area. That same involvement has put me in touch, first hand, with drastic changes occurring with Governmental funding shifts and the rapid increase in the number of parents utilizing child care services today. The child care consumer of today represents a much broader social economic group than we have known in our past. The ages of the children needing service are much younger than the traditional services set up in the 1970's to care for the pre-school age child, as well as the attention placed on the school age child care needs and the public school's role in meeting those needs. Public schools have been providing child care service for a certain portion of working parents over the course of many years. It has been in our recent past that the case has been made for extended use of those public school facilities to provide before and after school child care for many children otherwise left at home alone. The increasing number of mothers in the work force is well documented. In Des Moines alone, almost half of the total work force is women, and a full 17 percent of those women are single heads-of-households. In contrast, only 11 percent of the work force comes from the so called "traditional family", where a single bread winner supports spouse and children. Clearly, economic conditions and the change in shape of the American family dictate a stronger emphasis on "Who's minding the children".

The purpose of the Polk County Child Care Resource Center, with which I am associated, is to increase the affordability and accessibility of child care options in the Polk/Des Moines community through programs of support services to parents, providers, and employers.

The goals of the center are: To improve the quality of child care delivery in Polk County through education and support services; To maintain affordable child care options for diversified family needs through a centralized system; To help employers increase productivity and decrease absenteeism through consultation and technical assistance concerning needs of employed parents.

Service components offered by the Polk County Child Care Resource Center are as follows: Computerized information and referral; education, counseling and technical assistance; child care food program; toy lending library; infant equipment rental; and child care subsidy and assistance.

During the years 1978-1980, the day care division of the administration for children, youth and families, together with the Ford Foundation, studied child care information and referral services in a research study called Project Connections. I make reference to that study as I define the term Child Care Resource and referral (CCR&R). The term Child Care Information and Referral leads to the conclusion that services such as the one delivered by Polk County Child Care Resource Center are specialized information services for child care, while in reality these organizations are a central linking device for child care service and parents served. Child care resource and referrals across the country not only have more information for parents than the information and referral term applies but they have more help to parents in how to choose a quality arrangement while providing a number of other services. Other services include: education/counseling to parents; support services to providers; data collection on first hand need important to the community planning; facilitating employer support for child care through child care resource and referral sponsorship.

A service provided by a majority of the resource and referrals in operation, an alternative method for child care payments to providers exist in varying ways. Because resource and referrals are in touch with both the demand and supply of care, they have the capacity to create an alternative plan for child care purchase while linking parents with the existing system and multiple other family resources. For the same reason, service gaps are easily identified and resource and referrals can help better target employer resources.

In addition to private sector participation for child care, resource and referrals are involved in work to remove barriers at the governmental level to the growth of day care, and in recruiting new providers and helping them through the start up phase.

In the last fiscal year, the referral component of the Polk County Child Care Resource Center services has served 3,600 families and placed 5,400 children. Over 1,200 day care home providers are listed with our computerized referral, as well as, 62 day care centers and 75 pre-schools. Placement information for infants under 2 years old continues to constitute the largest portion of our referral calls.

Mobilizing quality family day care options and the recruitment of new family day care providers has been a major accomplishment of the total CCRC program in Polk County over the past 7 years.

Further data gathered from the child care referral component indicates that affordable school age child care programs do not meet the demand in the Polk County area. An enriched before and after school program within the public school setting serves low income families well and represents some sort of hope and interest from the community.

Programs that demonstrate extensive potential of authorities working together and thereby creating programs to address common concerns are the 12 public schools operating within elementary schools in the Des Moines area. These programs serve approximately 205 children with a waiting list maintained in each program. The individual schools have cooperated by contributing utilities, maintenance, and facilities. The end result has been a fast growing program that awards affordable child care to area students in their own schools. Operating costs, as well as start up moneys are needed to provide the incentive for ongoing programs in accordance to parent demand.

The Iowa Commission on Children, Youth and Families held hearings in six areas around the State in September, 1985. These hearings gathered concerns from Iowans about child care. The concerns I bring to your attention from these hearings relay repeated concerns in the area of quality, affordable child care. Child care resources and referral services address both quality and affordability. The Iowa Commission on Children, Youth and Families 1985 annual report is submitted for your attention. Please refer to section VI for details on these concerns.

We must realize that the social service block grant is the bread and butter for many families, as well as the mainstay for many day care services. This resource is shrinking. Maintaining the core of child care is not limited to Iowa alone. Wisconsin and Minnesota are also examples where a small shift if happening, adding State and local money to day care in spite of the fact that both States, like Iowa, are facing economic problems.

While child care information and referral is clearly no substitute for adequate subsidies for child care for low income families, resource and referral can exert an influence on the supply of child care. Child care resource and referrals provide much needed documentation of the kind of care most frequently requested by families. For example, according to the child care resource and referral in Polk County, nearly half of the calls are for care for infants under 2 years of age. This type of information is useful not only to legislators and foundation executives, but also to potential day care providers who can find out where the market for child care really lies.

In the Des Moines/Polk County area, to date, relatively limited employer supported child care programs have had a direct effect on the child care system as it exists. The direction of current employer initiatives for child care indicates that business is more interested in helping their employees buy into the existing system of child care, than creating new services. Employers in the Des Moines area are helping develop child care resource and referral services as evidenced by the corporate members taking part in the "New Partnership Program". This has been marketed to create new private sector dollars for subsidy, as well as an employee assistance program. Employers and corporate leaders becoming involved through the "New Partnerships for Child Care Funding" are lending their management and marketing expertise to assist us in examining the system. I am submitting for your reference a comprehensive child care study that defines "New Partnerships".

If the benefits of Child Care Resource and Referral and School Age Programs are clear; what is the Federal role in promoting their development and expansions?

It is clear that employers are unwilling to assume the full responsibility and the management of these programs. Nor is business taking on the responsibility of operating child care services for employees. Businesses are not in the child care business.

There does seem to be a sensible Federal role, if carefully conceived, that will encourage innovative approaches and community based programming that will enhance the quality of life for all children. Although the state grants for dependent care planning and development are small they will directly increase the supply of school age child care programs, facilitate the efficient use of the existing supply of all child care services and provide an incentive for local support. Further, it can directly encourage the expansion and upgrading of existing Child Care Resource and Referral and School Age Programs if operating costs are included in the expansion and upgrading incentive.

CONCLUSION

I encourage Congress to stick to their guns and allow the State grants for dependent care planning and development appropriation bill of 5 million funding for fiscal year 1986 to become reality. I understand that this money has been rescinded by the President, however, if Congress does not act with a 45-day period; the decision will be void.

This concept of a little bit of money to get something going is important. The State grants for dependent care planning and development does have the chance of multiplying locally. It will bring the child care resource and referral and school age issues to the table and provide an incentive for State and local government to include these issues on their agendas. In addition, it will provide an initiative for local community organizations and employers to support the resources and referral and school age needs of employed families.

We had only 2 years to work with the present headstart legislation with no money spent on school age and resource and referral services in 1985. Now the bill has to be reauthorized and it has had no chance yet to even prove what it can do.

My key message today is reauthorization of the present bill with some improvements.

S. 806. A bill introduced last year in the Senate contains some key improvement which include:

A 3-year vs. a 2-year reauthorization obviously the longer the better.

A provision allowing funds to be used for operating costs as well as start up costs.

A provision allowing the funds to be reallocated to States if all the money is not used by a certain date. It makes sense as it guarantees free use of the funds.

The provision adding an important service for resource and referral, strengthening the program for grants to States as follows:

Reauthorization for 3 years instead of 2.

New requirements for resource and referral to provide information designed to improve the ability of parents and guardian to make an informed selection of available dependent care service.

A requirement for a study on the need for school age child care also included in a House passed bill.

Mr. KILDEE. Thank you. We appreciate your very drastic testimony on that State Grant Program. You left no doubt in our minds what your position was on that. We appreciate it very much.

Our next witness is Mike Knapp.

Mr. KNAPP. Thank you.

Mr. Chairman, Representative Tauke, members of the subcommittee, on behalf of the Iowa Association for the Education of Young Children, I want to thank you for allowing me to testify before you this morning. Also, as a purchase of service provider center, I would invite you and other members of your subcommittee, when you're in Waterloo, to stop in and see my program. I would be glad to give you a tour and introduce you to my staff and some of the children there.

The Iowa Association for the Education of Young Children represents a little over 900 professionals in child care in the State of Iowa, and we're affiliated with the National Association, which represents a little over 43,000 similar professionals nationwide.

What I am here today to talk about is our concerns over the President's budget that has now been submitted and specifically how we see that affecting two programs that we feel are very crucial; that is, the proposed budget we feel would reduce our national deficit at the expense of the poor and children, two groups that have borne the brunt of most of the cuts in the domestic programs over the last 6 years. What we are looking at specifically is the reauthorization of Head Start and the continued funding of child care services under the social services block grant.

A lot of testimony has already been presented on Head Start this morning and I am not going to go through a lot of the same information, other than to say we, too, agree that it's a very successful program, it is very cost effective, and when you look at the results of such programs and studies, as the Ypsilanti Perry preschool study over the 19 years, I don't think you can find probably another federally funded program that can show the type of results that this has in terms of the money invested and the payoff in terms of human potential.

When it comes to social services block grants, what we see is there really is not a comprehensive national child care policy in the United States today, at least in our opinion. Although under the dependent tax credit we saw in 6.4 million families using that to claim benefits for their child care costs in 1983—and that totaled to about $2.6 billion from the estimates that we have—although this is the largest source of Federal support for child care in the United States, it really doesn't do any good or have any advantage to low-income working and in-training parents because, one, they're either not eligible to make use of the tax credit, and the other reason is that the credit requires out-of-pocket expenses initially and that's an area where these families are least able to afford those expenses.

That leaves us with the major source of funding or child care subsidy by the Government for low-income working parents being the social services block grants for child care services. What that means in terms of Iowa is that this year Iowa is spending approximately $2,968,981 under the social services block grant funding combinations between 100 percent Federal and the State and local purchase match and all the different workings they do to provide the money. That averages out to about 1,166 children being served through services block grant child care moneys in Iowa each month. Right now there are approximately 85 providers, centers, day care homes, and preschools that have purchase of service contracts with the State of Iowa to provide subsidized child care.

The availability of such child care through these providers is very crucial for our parents here in Iowa and also across the United States because it allows them to find affordable child care that allows them to stay in the work force. Most of these parents are working in minimum wage, entry level areas. They may be working part time in connection with continuing AFDC support. They may be in training programs that will help them become self-sufficient and better able to take care of their families, but without some type of support from the public sector, they simply can't afford to remain in the work force or in training programs because they can't afford the cost of child care. Then they're faced with the options of do we continue to work and stay in training programs and leave our children at home alone, or inadequate child care services, or do we just simply drop out of those programs entirely and become totally dependent on welfare. That is the problem these parents are placed into every time that there has been a cutback either in funding for the program or restrictions of the eligibility criteria for them.

We feel this is especially critical for the female, single parent head of household, both nationwide and in Iowa. If you look at estimates from the National Commission on Working Women, they show that in 1984 one out of every four mothers in the work force were single parent heads of households. A lot of literature has been coming out both from a national and local level on the problem with the feminization of poverty and how this group is the largest single family category right now, and the largest growing category in the United States, that is at or below the poverty level.

A 1983 report from the U.S. Commission on Civil Rights showed that the availability of affordable child care was one of the major obstacles to these women obtaining training or work that would make them more self-sufficient. They concluded that every time there is a loss of educational and employment opportunities because of inadequate child care services, it represented economic opportunities effectively denied to these women. They argued that there needed to be more steps taken to assure that such services are available to these women at an affordable and accessible rate so that they can, in fact, try to get out of the poverty trap.

What we have seen in studies that have happened over the United States in the last 5 to 8 years is that there is evidence existing that subsidized child care is a good economic investment. If you look at the 1979 study by the University of Central Florida, they showed that in families receiving subsidized child care there is an employment gain of 20 percent, there is a decrease in the AFDC rolls of 49.3 percent, and there was an overall increase in income earnings for the participating families of 116.8 percent.

A similar study done by Arizona State University determined that for every $1 spent in connection with child care, it turned over 93 cents in the community. Still another study conducted by Freis & Miller Associates of California over a 2½-year period demonstrated that welfare costs were cut in half, income and sales tax revenues were increased by 63 percent, public funding in general was offset by 44.5 percent, and that at the conclusion of the study 84 percent of the families that received subsidized child care while they were pursuing employment or training programs were successfully employed by the end of the 2½-year study.

Now, one of the things that we know, since the passage of the Omnibus Reconciliation Act of 1981, is that there has been a cutback in the social services block grant levels and that has affected, I think critically, many of the child care services provided by the States.

The Children's Defense Fund report showed that by 1984, 32 States were providing title 20 child care to fewer children than they were prior to that; the total combined Federal/State spending for title 20 child care dropped by 14 percent by 1983; that 33 States had cut their funding for title 20 child care, 16 by more than 21 percent; that 20 States had made it more difficult for low-income mothers in training programs to become eligible for title 20 services; that 19 States have increased fees for services, making it harder for low-income working families to afford child care; that 24 States have reduced funds for training child care workers; and that 33 States had lowered their child care standards.

In Iowa, what this meant is that by 1984 funding for child care services had decreased anywhere between 43 and 61 percent, depending upon which year you were looking at. The current funding level of 1986 falls approximately $901,550 under the 1980 expenditure level.

The problem with that is that, as a private provider, what I saw over the last 4 years—and I'm sure many other purchasers of service providers in the State did also—was that we saw a large portion of our clients being shifted off title 20 or services block grant child care services because the eligibility requirements were restricted in terms of income guidelines and in terms of hours of work and training in order to make do with the amount of money allocated, and in counties other than, say, Blackhawk and Polk, that had county governments that appropriated moneys to pick up that slack, those people were basically forced out of subsidized child care and had to look at either leaving their kids at home, dropping out of the training programs or work programs, or finding inadequate child care sources.

If you follow the news over the last 3 years in Iowa, there has been a lot of reports of children left with providers that were unregistered, unlicensed, that have resulted in acts of physical abuse, sometimes sexual abuse, that have caused quite a concern to our association as a whole as we try to improve the quality of the general provision of child care in the State of Iowa.

So what we are asking for is that you look at in the budget process of not cutting back any further in services block grant funding, as that will cause a further reduction of child care moneys available, that you resist merging the community services block grant with the SSBG because what that will do will pit all of the services that are currently in that block grant against all the one in services block grants. Right now there isn't enough money in those to meet the needs that we're seeing. That will just further deplete the resources we have and we will see more kids in child care where their parents are forced to drop out of their training and work programs.

Finally, we would strongly urge that you support H.R. 2867, the Child Care Opportunities for Families Act, as we see it as a significant step toward developing a more comprehensive child care policy in our Nation. We feel the provisions in the bill will enable greater affordability and accessibility of child care services, will improve the uniformity and the quality of programming across the United States, and you will help ensure that the children entrusted into our care and to the care providers by parents are placed in safe, well-trained, and qualified hands.

Additionally, I might add that the services block grant child care funds that come to the State are also the other major source of moneys for funding protected day care placements in centers and in day care homes and preschoolers. Outside of Head Start, there really isn't any provision in our policies in Iowa to offer that service to parents and to the children to protect them. In my own center I have worked with 14-month-old infants that come in with broken arms and fractured ribs and children with burns and bruises and cuts. We are able to work with those children and provide information and assistance to the Department of Human Services that in many cases have allowed them the time to have that child in a safe environment while still keeping the family intact, bringing in intervening services and turning whatever the crisis or the stress around so that family can go on and stay intact and have resolved or eliminated the problems that were causing the abuse.

Sometimes that's not possible, but we can prevent any further damage or at least monitor it for that child until the court system is at a point where they can take more corrective action that would prevent it from happening and place the child outside the home.

But without the Federal commitment and support for the continuation of these services, just as with Head Start, we're looking at lots of people in the United States being without affordable child care and that's only going to compound the problems that we have today with child abuse, with support to our workforce as they're trying to keep their jobs and keep employed, and still juggle with having their hours changed and their working situations juggled around.

We would urge you to look at resisting any further cuts to the services block grant funding and the merger of the community services block grant, and also that you support the reauthorization of Head Start.

[The prepared statement of Michael Knapp follows:]

Prepared Statement of Michael M. Knapp, Legislative Chair, Iowa Association for the Education of Young Children

FEDERAL SUPPORT FOR CHILD CARE SERVICES

Representative Tauke, members of the Subcommittee of Human Resources, on behalf of the Iowa Association for the Education of Young Children, I wish to thank you for this opportunity to testify this morning on the issue of federal support for child care. The Iowa AEYC represents over 900 child care workers, providers, educators and other professionals in the field of early childhood education, The Iowa AEYC is affiliated with the National AEYC, which represents approximately 43,000 similar professionals nation wide.

We come here today to address our concerns with the FY 1987 budget now being submitted by President Reagan. This budget proposes to reduce our nation's deficit at the expense of the poor and of children, the two groups that have borne the brunt of federal spending cuts over the past six years. Specifically, we are concerned with two areas that affect both groups, that of the reauthorization of Head Start and the continued funding of child care under the Social Services Block Grant.

HEAD START: WHAT WE KNOW TODAY

Since its establishment over 20 years ago, Head Start has been providing comprehensive child development programming, health and supportive services for disadvantaged children. Developed on the premise that such services would assist these children to enter public school on a more equal footing with other children and hence be more successful in later life, this program has been an unqualified success. Longitudinal studies such as that of the Ypsilanti Perry Preschool Project which followed program participants over a 19 year period, have shown dramatic results. Here, it was found that involvement in the program resulted in 20% fewer children being classified as mentally retarded, an 18% increase in high school graduates, an 18% higher employment rate, a 20% reduction in criminal arrests, and a 14% reduction in welfare rolls.

Clearly such results demonstrates Head Start to be a very cost-effective program, and we urge that it be reauthorized and funded at a level that will assure continuation of services at its present level.

SOCIAL SERVICES BLOCK GRANT: CHILD CARE AND THE WORKING POOR

Under the Dependent Care Tax Credit, 6.4 million families claimed benefits totaling $2.6 billion in 1983, the largest source of government support for child care in the United States today. This tax credit is of little use to low income working or in-school parents as their total income is usually too low to avail themselves of the benefit, and it still requires out-of-pocket expenses first—something the poor can least afford to do.

The major source of child care assistance for these parents is found in the Social Services Block Grant. Under this program, income eligible parents are provided affordable child care through the subsidization of costs. In Iowa, this amounts to approximately $2,968,981 and translates into an average of 1,166 children receiving child care each month. The availability of SSBG Child Care is crucial to these parents if they are to remain in the work force or obtain training that will enable them to become more self-sufficient. This is especially true of the single parent, female headed household, which according to estimates by the National Commission on Working Women represented 1 in every 4 mothers in the work force in 1984. This represents nearly 6.3 million single parent, working women with children under age 18. These women work out of economic need, as attested to by a May 1983 report of the United States Commission on Civil Rights, which concluded that single parent, female headed households represent the largest growing category of the family at or beneath poverty level in the United States today. This has led to the new social phenomena called the "Feminization of Poverty", and means that without the availability of affordable child care, many would be forced out of work or training programs and onto total welfare dependency. According to this same report, such a loss of eductional and employment opprtunities because of inadequate child care services, represents economic opportunities effectively denied to these women.

The availability of subsidized child care through the Social Service Block Grant makes economic sense. A 1979 study by the University of Central Florida showed that of families receiving subsidized child care there was an employment gain of 20%; a decrease of 49.3% in AFDC rolls; and an income earnings increase in participating families of 116.8%. A similar study by Arizona State University determined that for every dollar spent in connection with child care, another 93 cents is generated in the community. Still another study conducted by Freis and Miller Associates of California over a 2½ year period, demonstrated that welfare costs could be cut in half; that income/sales tax revenues were increased by 63%; that public funding was offset by 44.5%; and that 84% of the participating families receiving government subsidized child care were successfully employed at the conclusion of the study.

AFFECTS OF THE OMNIBUS RECONCILIATION ACT OF 1981 ON SSBG CHILD CARE

Since the passage of the Omnibus Reconciliation Act of 1981, federal funding for programs under the Social Services Block Grant has been cut by nearly $2.1 billion from the 1980 Title XX authorization levels. What this has meant to child care according to a 1984 state by state survey by the Children's Defense Fund is that:

32 states were providing Title XX child care to fewer children by 1983.

The total combined federal and state spending for Title XX child care dropped by 14% by 1983.

33 states have cut their funding for Title XX child care, 16 by more than 21%.

20 states have made it more difficult for low-income mothers in training programs to become eligible for Title XX child care.

19 states have increased fees for services, making it harder for low-income working families to afford child care.

24 states have reduced funds for training child care workers.

33 states have lowered their child care standards.

In Iowa such cutbacks have resulted in a reduction of funding for child care between the years of 1981 and 1984 of between 43 to 61%. Current funding for FY86 falls approximately $901,550 under the 1980 expenditure level.

CONCLUSION

The availability of affordable child care to America's working families and in particular, low-income working families is crucial to our nation's recovery and future. With 32.7 million or 56% of all children having mothers in the work force, it is essential that we have a more comprehensive national child care policy. Affordable, high quality child care that is the combined responsibility of parents, providers, federal and state governments should be our goal. Until such time that this is attainable, the federal government must continue its commitment through such programs as Head Start and SSBG Child Care. Funding, already drastically reduced for these programs since 1981, must be kept intact. Attempts to merge the Community Services Block Grant with the Social Services Block Grant must be resisted, as such a merger would seriously reduce funding available to programs currently funded under SSBG.

Finally, we strongly urge this Subcommittee to support passage of H.R. 2867, the Child Care Opportunities for Families Act, as it represents a significant step forward to a more comprehensive child care policy. The provisions of this bill will enable greater availability of affordable child care services; improve the uniformity and quality of child care programs in this country; and help ensure that children in child care are entrusted into safe, qualified and well trained hands.

Mr. **Kildee**. Thank you very much, Mr. Knapp.

I think I have only one general question of the panel. What would the effect in Iowa be if we were to reduce dollars—I think I know what the answer is going to be, but let me try to make it specific—to reduce dollars for these self-sufficiency programs? Would that not just put the burden on dependency programs then? Would there be even any fiscal savings?

The fiscal crunch is on right now, so they're trying to zero fund that referral, information, and latch key program, only $5 million there, and they're trying to eliminate totally the community service block grant. So if they're saving dollars on these self-sufficiency programs, it seems to me that would just put a burden on these dependency programs, which in both fiscal and humanitarian terms is the wrong way to go.

Would you care to comment on that, anybody?

Ms. KING. I don't think there are that many dollars invested right now in self-sufficiency programs. I know Project Self-Sufficiency through HUD is operating here in Cedar Rapids and also in Des Moines.

Mr. KILDEE. To my mind, Head Start is a self-sufficiency program. It gives that child a chance so that perhaps later on in life, he or she would not be depending upon a welfare system I think the community service block grant, your CAA's, tend to stress self-sufficiency. Those are the two programs they're maybe trying to save some dollars on, and just from a fiscal point of view, if there are saved dollars there, it would seem that would increase the need for dollars for these dependency programs, which are really not, from a humanitarian point of view, as appropriate as these self-sufficiency programs.

Mr. KNAPP. I guess I would agree with your definition of these programs as being self-sufficiency, and I would agree with Karen, in that I don't think there is a significant amount of money being spent to support them. Any time that you place a family in a situation where they have to drop out of a work situation, where they are working toward self-sufficiency and being more productive, and back on to total welfare dependency, it can't be cost effective in terms of the dollars it costs and in terms of what it does to that family's self-worth and dignity, and also the potential for their children to get out of that cycle and not be caught in a second and third generation of welfare dependency.

I think one of the ways to do that is to look at increasing the funding, or at least at this point not allowing any further cutbacks in that, because it's the only way those people are going to have a chance to do it.

In my own center, I can look at a mother where the father left and she had a 3-year-old daughter and a set of infant twins. At that point in time she was working part time and going to school part time and she was enrolled in the program, funded through services block grant money. She continued to work. We provided services to the children all the way until the twins were out and into the public school system. By that time she had worked her way up to where she was earning enough money and getting her schooling.

She had gotten off of ADC entirely. She had gotten to the top of eligibility for services block grant child care, and the last year the kids were in our center she was actually switched over to our county funding, which in Black Hawk County they have a similar fund similar to the block grant concept that picks up that income and takes it up another couple of grades. She graduated from the university and is now employed as an accountant with a local manufacturing industry in Waterloo.

There is a graphic example of a person who is trapped in a system, had all the markings of being trapped forever into it, with three children under age 5, and no viable means of support other than a part-time job. She is now working and is paying taxes, her children are in the school systems, and she is basically successful. Those children have a better chance to succeed because they don't have all the obstacles entailed with existing below the poverty level to contend with.

Mr. KILDEE. Tom.

Mr. TAUKE. Thank you, Mr. Chairman. We have already run beyond our time so I will have to forgo some of my questions.

Just for the people who are in the audience, I guess they should be made aware of the fact that as part of the Head Start amendments of 1984, we included an authorization for a State grant program for dependent care planning and development. That is in part why we have gotten into this issue, because it will probably be part of the Head Start amendments again in 1986.

We obviously have a huge problem in child care which we could spend several hearings on exploring. It is going to take much more than the $5 million that has been suggested for the current fiscal year for this grant program. But obviously, the thing before us right now is there's a big question about whether we should even have this program, the dependent care planning and development grants. It's a new program, we haven't had it before. Five million dollars is kind of like pouring a quart jar into the Mississippi or something.

Is there any good reason why we should put $5 million into a program that would just seem to be more paperwork shuffling at the State level?

Ms. KING. Do you want a response to that? [Laughter.]

Mr. TAUKE. Yes. I guess the bottom line is that I don't think there's been any specific defense of this program. That's what I'm seeking from you.

Mr. KNAPP. I have a response to that. I guess I would argue that they're going to put a lot more money than that in the star wars defense——

Mr. TAUKE. Well, that's beside the point. I mean, what good is this $5 million program going to do for you or the State of Iowa or anybody in the State of Iowa? If the State gets, let's say, $100,000 out of it, what's that going to mean to you or what's that going to mean to the agencies? Or will it just pay for three more salaries somewhere along the line and half of it gets lost in administration?

Ms. KING. I think it provides a motivation for those local communities to organize around the possibility of responding to what needs to be happening in their own communities in this particular area. It also relates back to the fact that you mentioned the child care dilemma is very complex and we could probably spend 5 or 6 years debating that or covering it in any kind of way, which obviously we have done.

With programs like this happening in communities, you do begin to try and come up with alternative ways of helping people obtain self-sufficiency and whatever kind of resources you can rally, whether it be from the private sector of increased participation from the public sector.

Ms. LANE. Congressman Tauke, I also think it could serve as seed money. You know, Karen mentioned the incentive with seed money. For example, when we have the documentation for the need for the information and referral, we had the support of the community; but when we went to the community to look for money, for dollars, we only raised about a fourth of what we needed. But we were able to get some match money from United Way of America.

I think if it could be used in a matching way or as seed moneys, that's a real way of stretching those dollars. Five million dollars for the United States doesn't sound like a lot, but I think there are creative ways you could stretch those dollars.

Mr. TAUKE. So you could leverage some other money in order to improve child care referrals.

Ms. LANE. Yes.

Mr. KNAPP. I think as a model for that you can look at the child abuse demonstration State grant moneys that came out. I was involved with that. I was originally on the State stat team, and now I'm on the Iowa chapter of the National Committee for the Prevention of Child Abuse. At that time we took similar amounts of money and set up grant situations that were startup grants and sometimes continuation grants to local communities to develop councils on the prevention of child abuse in Iowa. We now have some 63 councils across the State.

We also have a child abuse prevention fund now in Iowa, funded through the State, that appropriates—I think last year about $320,000 in addition. All these councils use that money as seed money to fund partially their programs and it's tied into—there's a limit on how much is administrative and how much has to go into funding the activities of direct service. Again, as Joanne was explaining, they have gone out and have gotten money from local civil groups and churches, from the local city and county governments, and I think it could be the same way here, a base to get the network started.

Mr. TAUKE. Thank you very much for your testimony.

Mr. KILDEE. I want to thank this panel and I want to thank all the witnesses today for their very fine testimony which will assist this subcommittee in reauthorizing Head Start and related programs.

I want to thank Tom Tauke. Tom, you really brought together a tremendous group of witnesses today to help us on this. I want to thank my staff, Susan Wilhelm and Anne McGrath, and I want to single out one person, Carol Lamb, who did a magnificent job, really. I am sure Tom is very pleased with your work, too.

This has been an excellent hearing. I have learned a great deal and have had my intellect informed and my will strengthened for this program. I very much appreciate that.

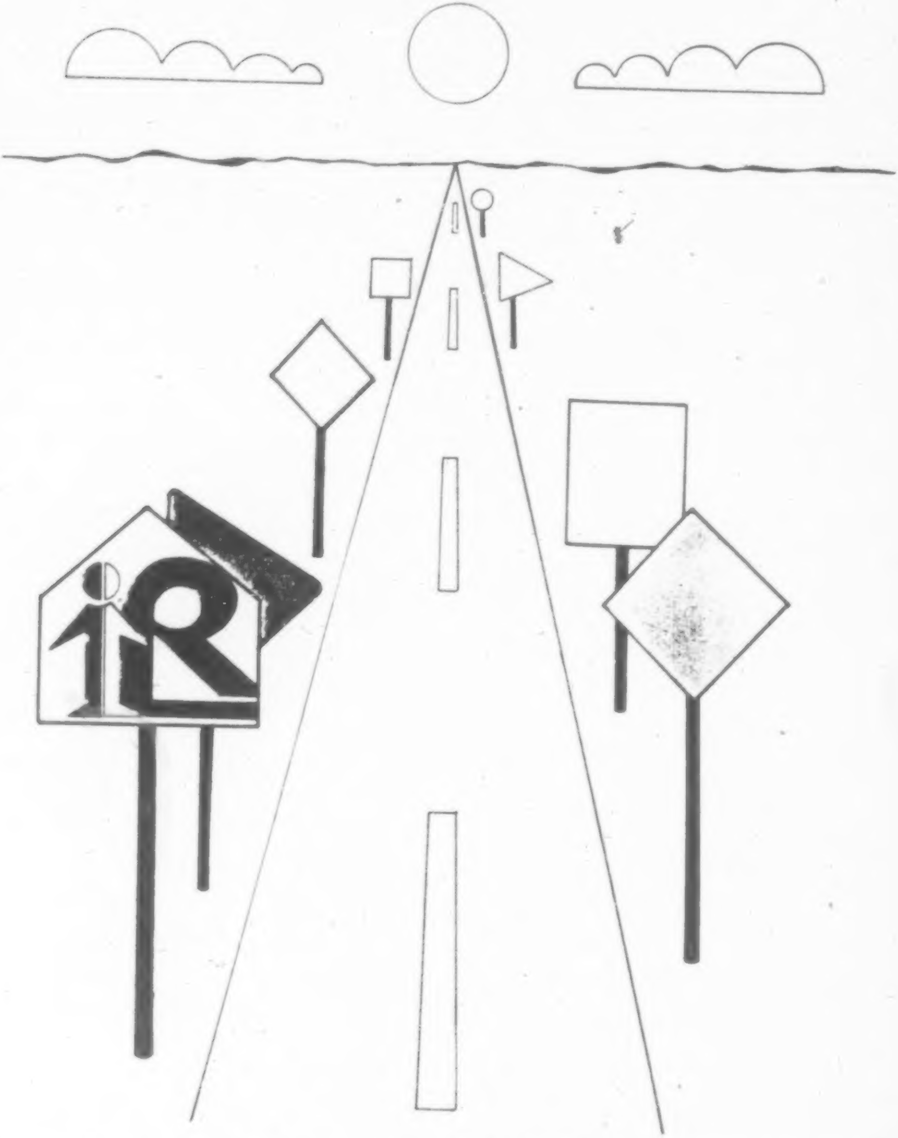
In response to Mr. Tauke's request, the record will remain open for 14 additional days for the inclusion of further testimony. With that, I thank you. The subcommittee stands adjourned.

[Whereupon, at 12:45 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows:]

POLK COUNTY CHILD CARE RESOURCE CENTER

1984-85
ANNUAL REPORT



A MULTIPLE FUNDED COMMUNITY BASED PROGRAM OF THE POLK COUNTY DEPARTMENT OF SOCIAL SERVICES

STAFF

Director	Karen King
Education	Emilie Duimstra Mary Doidge
Referral	Jo Mulvihill Sheila Malone Volunteer: Jackie Berdine
Child Care Food Program	Sue Warne Davida Hudspeth Esther Bauman
Parent Subsidy and Assistance Project	Elsa Connor
Corporate Development	Louise Cook
Clerical	Rose Johnson

VOLUNTEERS

The Child Care Resource Center staff expresses its appreciation to the following volunteers, without whom we could not deliver the high quality services now available through our agency:

Workshop Leaders:

Jan Hetherington
Wanda Borger
Kay Pealstrom
Mike Smith
Harold Whitmore
Linda Sims
Phyllis Franklin
Dr. Rochelle Levy
Kaye Hanna
Donna Myers
Pattie Gates
Gus Horn
Judy Jackson

Child Care Food Program:

Keith Warne
Stephen Bauman
Jerry Miller
Earl Warne
Jennifer Bauman

Junior League Subsidy and Assistance:

Mary Barakat
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Sara Grant Hutchison
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Shaun Fay
Lois Ichelson
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Susan McCoy
Nancy Moody
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Jean Bodenstedt
Sheila Hemminger
Jana Jongawaard
Gail Krambeck
Gretchen Reilly
Molly Thelen
Ann Trebilcock
Joan Scherle
Carol Worlan
Nancy Vernon
Lori Michaels
Betsy Meredith
Mara McKeon Brown
Kathy Stuart
Kathleen Ricker
Molly Shonsey
Mary Hanson
Sandy Wagener
Debbie Wille
Ann Jury
Marty Remsburg
Joan Bryant
Melinda Colby
Harriet Feder
Joyce Lock
Donna Miller
Mary Kramer
Pat Papedis
Rocio Reilly
Pat Shoff-Salsberry
Paula Sandahl
Ann Thompson
Linda Thomson
Meredith Olson
Anne Kelly
Marty Charles
Linda Nesbit
Sandy Sager

COVER ART: MARA McKEON BROWN

CHILD CARE RESOURCE & REFERRAL

1044 7th DES MOINES, IOWA 50314
515/286-3536

SERVICES OFFERED BY CHILD CARE RESOURCE CENTER

Computerized Information and Referral

Education, Counseling and Technical Assistance

Child Care Food Program

Toy Lending Library

Infant Equipment Rental

Child Care Subsidy and Assistance Program

A PART OF HHS DISCRETIONARY GRANT PROJECT

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ISU Extension Office

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of Commerce Federation

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Preschool, Before/After School Programs
Des Moines Public Schools

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Des Moines Child Care Council

Rochelle Levy, D.O.
Family Practitioner

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Personnel Department
The Bankers Life

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Pinky Poirot,
Child Care Provider Association

Tom Salsberry, Attorney

Bette Samuels, Coordinator
Public and Human Services
Des Moines Area Community College

Linda Sims, Home Economist
ISU Extension Service

Cindy Smith, Counsel
Central Life Assurance

Warren Sparks, Board of Directors
Hawkeye Bank

John Tapscott, Executive Director
Employee Assistance Program

Karen Thelin, Director
Methodist Hill Children's Center

Ann Thompson, Director
Iowa Commission on Children,
Youth and Families

Dana Tonelli, Manager
Labor Relations, East
Northwestern Bell

Becky Torgeson, Director
Day Care Services, Inc.

Ann Trebilcock
Junior League of Des Moines, Inc.

Martha Ullem
Family Day Care Home Provider

Mary Wiberg, Vocational Equity Consultant
Dept. of Public Instruction

A LETTER FROM THE ADVISORY BOARD PRESIDENT

As the Polk County Child Care Resource Center moves into its eighth year of operation, it is important to reflect on the growth of this movement for quality child care. Anticipating what the future will be and how trends that shape the future of the family will impact child care service has been a challenging task for 1984-85 advisory board members, staff, volunteers and program funders.

According to a recent study completed by the Regional Research Institute for Human Service/Portland State University, entitled "Hard to Find and Difficult to Manage: The Effects of Child Care on the Workplace", it is the lack of child care information that is identified as a major barrier to the development of widely available, readily accessible, affordable child care. The study states: "Resources unknown are resources unavailable." Major attention has been focused in response to this need in the Polk/Des Moines area. The Polk County Child Care Resource Center's specialized child care referral service during fiscal 1984-85 responded to requests for information from 3,600 families and assisted with placement advice for 5,400 children. An additional 369 families were served by the child care subsidy and assistance project. All families served have received direct assistance paying for child care or information and guidance to help them manage future child care decisions pertinent to their clear desire to obtain self sufficiency and maintain employment.

Polk/Des Moines families continue to struggle with changes in family structure and shrinking family resources. The end result of these and other changes is an increasing evidence of poverty among single headed households and the amount of stress placed on children. The level of child care need in our community is at an all time high. Not only has the typical child care consumer changed over the past few years, but the sources of funding are shifting. New research and attitudes are necessary to stimulate the creation of new child care resources that can make it possible to improve the range, quality and accessibility of child care services.

The Polk County Child Care Resource Center's success and reputation are the products of the support shown us by the Polk County Board of Supervisors and the diligence and hard work of the entire child care community, past and present advisory board members, staff, parents, corporate members and friends.

It gives me great pleasure to work in a community of people who have been receptive to our mission and supportive of our activities. I am very proud of advisory board accomplishments 1984-85, reflected in this report, and the circle of people who continue to be such effective advocates for children.

Virginia Hancock

Virginia Hancock
CCRC Advisory Board Chair
1984-85

PURPOSE

To increase the affordability and accessability of child care options in the Polk/Des Moines community through a program of support services to parents, providers, and employers.

GOALS OF THE CENTER

To improve the quality of child care delivery in Polk County through education and support services.

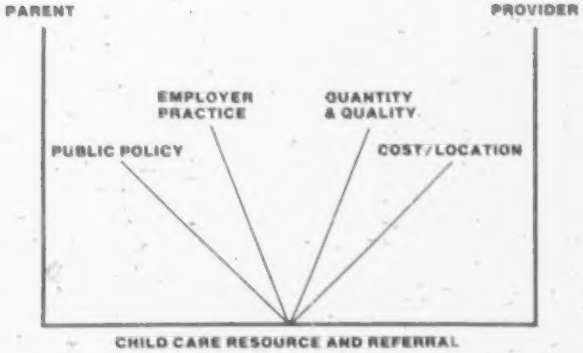
To maintain affordable child care options for diversified family needs through a centralized system.

To help employers to increase productivity and decrease absenteeism through consultation and technical assistance concerning needs of employed parents.

PHILOSOPHY STATEMENT

This child care referral service does *not* place children; it *does* provide information to assist parents in making informed placement decisions.

1. The child is the responsibility of the parent, and it is up to the parent to choose a child care arrangement that meets his or her standards.
2. Children deserve the best possible day care situations to guarantee their health, safety, and maximum growth potential.
3. All parents deserve equal consideration regardless of race, sex, age, color, national origin or handicap.



SERVICES

Information and Referral

In the last fiscal year, referral has served 3600 families and placed 5400 children. Over 1200 day care home providers are listed with our computerized referral, as well as 62 centers and 75 preschools. Placement information for infants under two years old continues to constitute the largest portion of our referral calls.

Goals for 1985-86 are:

1. To improve the computerized referral program in order to provide more accessible and usable statistics.
2. To further develop the complaint and grievance policies and procedures.
3. To evaluate parent services and develop better procedures and more comprehensive services.

Child Care Food Program

CCFP sponsorship is one of 27 in Iowa. It is the largest umbrella program for family day care and group day care homes (240). It is one of the few computerized sponsorships in the nation and is used as a model by the State Department of Public Instruction.

Program statistics for 1984-85:

Dollars paid to providers:	$365,562.81	
Number of meals, snacks served	571,862	
Number of children served	12,639	(average 1050/mo.)
Number of site visits made	790	
Number of parent audits	725	(70% return)
Number of workshops held	26, with 321 attending	

In March, we distributed a total of 13,668 pounds of cheese and butter commodities to day care homes.

Education and Lending Library

CCRC offers a comprehensive training course to day care home providers twice a year, CPR/First Aid Certification, monthly orientations for new and prospective providers, other short courses and workshops for providers and onsite seminars for working parents. In addition to these, education staff delivered classroom aide training for JTPA participants, parent education training for HeadStart Teachers, and served as Advisor to the CDA credential. An extensive consultant service is provided by phone.

	1984-85		To Date
	Participants Enrolled	Completed Requirements	
Certificate Course	40	27	158
CPR/First Aid	61	61	133
Orientation to Family Day Care	239	118	118
Special Projects	15	15	62
Other workshops	44	44	568

The lending library consists of a variety of toys, equipment for child care, consumables, musical instruments, books, and games. Infant care equipment is available for rent.

THE CHILD CARE SUBSIDY AND ASSISTANCE SERVICE

A UNIQUE PARTNERSHIP TO PROMOTE A NEW METHOD FOR FUNDING CHILD CARE

April 1984 - April 1986

Project Partners:

- Polk County Child Care Resource Center
- Junior League of Des Moines
- Iowa Commission on the Status of Women
- Department of Health & Human Services Discretionary Grant Program
- Des Moines Area Business
- United Way of Central Iowa

Begun in July, 1984, this project was initiated as a project of the Junior League of Des Moines, Inc., accepted as a special project by the United Way of Central Iowa July, 1984, and expanded in October, 1984 to include HHS Discretionary grant funding, adding the Iowa Commission on the Status of Women to the partnership. Other funding has been provided in part by Des Moines area corporations, Des Moines Community Foundation and the Business Women's Association.

Expected accomplishments for this research and demonstration are as follows:

1. Community-based vendor/voucher system to streamline subsidy sources for family needs.
2. Clearinghouse for child care consumers.
3. Data base for employer and employed parent demographics.
4. Identification of employed parent needs.
5. Creation of a permanent Child Care Assurance Program to administer private subsidy dollars.
6. Marketing of resource and referral services to employers.
7. Ongoing private funding of temporary child care purchase needs to enable maintenance of employment by the parent.

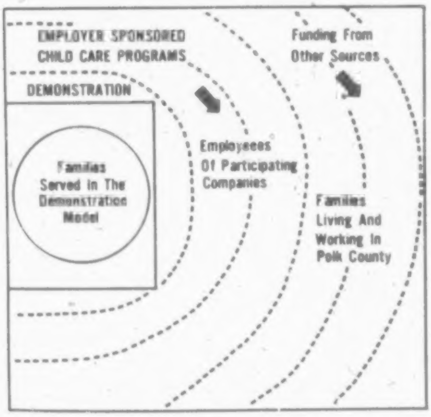
Immediate Results; families served: July 1, 1984 - June 30, 1985.
Families referred 369
Intake and parent advocacy 163
Subsidy connection to existing system 50
Private fund subsidy families served 80

> "The women on the phone at the CCRC listened to me and told me that maybe the Resource Center could help through their short term subsidy program that was funded by Junior League for people in my particular situation. I can't tell you how relieved I was to know someone does really care about our children."

"Many thanks for the aid for my 2 daughters' child care. I save over $300. At this point in my life, when money is scarce, it sure is great to have these programs offered for women who work and struggle to make ends meet. The appreciation is more than I can ever put into words."

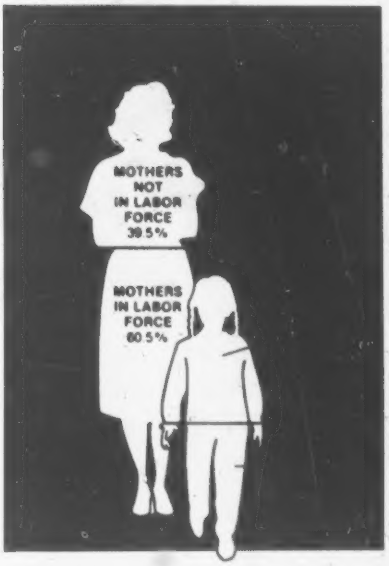
PROJECT OUTCOME

BROAD IMPLICATIONS


EMPLOYER SPONSORED
CHILD CARE PROGRAMS
DEMONSTRATION
Families Served In The Demonstration Model
Employees Of Participating Companies
Funding From Other Sources
Families Living And Working In Polk County

** This project is future-oriented with broad implications beyond the Demonstration Model Project.*

Business should get involved in child care


MOTHERS NOT IN LABOR FORCE 39.5%
MOTHERS IN LABOR FORCE 60.5%

Child Care Resource Center
Revenues & Expenditures
Year Ending June 30, 1985

Expenditures:	**Resource & Referral Service**	**Child Care Food Program**	**Child Care Subsidy Program**	**Federal Grant**
Salaries	$ 79,082	$ 65,881	$ 16,434	$ 8,262
Payroll Taxes	6,246	4,591	326	553
Group Insurance	12,044	12,031	3,008	
IPERS	4,963	3,864	266	
Computer Consultant	90	593		
Office Supplies	76		19	62
Printing	892	1,713	31	65
Postage	700	230		
Mileage	784	2,273	123	118
Telephone	1,809	2,109		
Dues to Memberships	45			190
Publications	596	14		
Travel/Training	1,205	495		59
Contract Carriers		62		
Office Equipment	21	182		
Miscellaneous Supplies	332	49		
Rent	12,297	1,703		
Janitorial	1,443			
Utilities	3,584	465		
Child Care Equipment (CCFA)	3,381			
Food Subsidy Payments		359,921		
Child Care Subsidy Payments			25,187	
Total Expenditures	$129,590	$456,176	$ 45,394	$ 9,309
Revenues:				
United Way	$	$	$ 15,282	$
Community Service Block Grant	23,979			
Polk County Tax Levy	66,082			
USDA:				
Provider Payments		332,396		
Administrative		72,964		
Consultant & Referral Fees	21,662			
Junior League			22,000	
Federal Grant	4,692			9,309
Revenue over expenditures*	8,879	50,816	3,412	
Donated Funds Account	4,296		4,700	
Total Revenues	$129,590	$456,176	$ 45,394	$ 9,309

*Polk County uses a cash basis accounting system. These amounts were carried by the County until reimbursements are received.

The Child Care Resource Center is an agency of Polk County Department of Social Services, which is its fiscal agent. Budget figures are as exact as possible in separating them from the total accounting system for the given dates.

Ike Skinner

Ike Skinner, Assistant Director of
Department of Social Services

1985-86 Corporate Memberships

*Northwestern Bell
*Pioneer Hi-Bred
*The Banker's Life
*Equitable of Iowa
Homesteader's Life
Blue Cross-Blue Shield (p.o.s.)
**Hawkeye Bank & Trust
*Central Life
Employers Mutual
Holmes Murphy & Associates
Heritage Communications
Weitz Company
Universal Home Care (p.o.s.)
**Dain-Bosworth Investment Brokers

1985-86 Contributors

Stone Containers
Kirke-Van Orsdel, Inc.
*Greater Des Moines Community Foundation
*Des Moines Business Women's Association
*Junior League of Des Moines, Inc.

1984-85 Contributors

Continental Western
The Banker's Life
WHO Broadcasting
Heritage Communications
*Junior League of Des Moines, Inc.
Great Plains Bag Corporation
Blue Cross/Blue Shield
Traveler's
Des Moines Register & Tribune

1981-84 Past Contributors

Amoco Oil
AID Insurance Services
American Republic
AGRI Industries
Ardans
Automobile Underwriters, Inc.
The Bankers Life
The Bob Allen Companies
Central Life Assurance
Continental Western Life
Continental Western Insurance
*Junior League of Des Moines, Inc.
Des Moines Register & Tribune Company
Dial Financial Corporation
Employers Mutual
Equitable Life Insurance Company of Iowa
Farm Bureau
Farmland Insurance
Great Plains Bag Corporation
*Greater Des Moines Community Foundation
Holmes, Murphy & Associates
Heritage Cablevision
Homesteaders Life
IMT
IMT Insurance
*Iowa Des Moines National Bank
Iowa Power
Iowa Title Company
Kirke-Van Orsdel, Inc.
*Meredith Corporation
*Northwestern Bell
Norwest Financial Foundation
Parker Brothers
*Preferred Risk
St. Paul Companies
State Auto & Casualty Underwriters
The Statesman Group
Weitz Company
WHO Broadcasting Company

*Denotes contribution of \$1000 or more
**Commitment made; agreement pending

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COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES
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WASHINGTON, DC 20515

SUBCOMMITTEE ON HUMAN RESOURCES

February 10, 1986

Honorable Otis R. Bowen, M.D.
Secretary
Department of Health and Human Services
200 Independence Avenue, S.W.
Washington, D.C. 20202

Dear Mr. Secretary:

I have been contacted by a Member of Congress whose district is served by the Region III office of the Department of Health and Human Services. The Member requested my assistance in a matter regarding a Head Start program in the district which had received directives from the regional office that would greatly restrict the program's options for service to eligible children. Specifically, the constituent was informed that as of September, 1986, the Head Start program is required to serve four-year-olds only and no longer allowed to serve a child for more than one year. The constituent was further informed that full-day services must be discontinued in favor of part-day services.

I would appreciate a response to the following questions regarding this particular case in Region III and the Administration for Children, Youth and Families' general policy intentions.

1. Did the Department relay the directives described above to the Region III office?

If yes, on what provision of the law are the directives based? If no, what actions will the Department take to correct any misunderstandings about allowable activities in the Head Start program?

2. Are all regional offices being instructed to issue these directives to every grantee?

Honorable Otis R. Bowen, M.D.
February 10, 1986
Page 2

3. Please provide the Subcommittee with copies of all written materials issued to the regional offices in addition to regulations on the subjects of full day services, multi-year service, eligibility requirements, class size, and enrollment of four-year-olds.

I request a response from the Department by February 17. Thank you for your cooperation.

Sincerely,

Dale E. Kildee
Chairman

mcg

DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of
Human Development Services

Assistant Secretary
Washington DC 20201

FEB 21 1986

The Honorable Dale E. Kildee
Chairman, Subcommittee on Human Resources
Committee on Education and Labor
House of Representatives
Washington, D. C. 20515

Dear Mr. Kildee:

This is in response to your recent letter to Secretary Bowen regarding Head Start policy in Region III.

Please rest assured that there is no national policy which limits Head Start service to four-year-olds or which precludes full day service in any Head Start program. Neither this office nor the Region III office has in any official way relayed the directives described in your letter to local Head Start grantees. However, we are reviewing many Head Start policies, including multiple years of service and the full day program option. Discussions about proposed changes in emphases and goals, within existing regulations, have taken place with local grantees and regional officials. It appears that the intent of changes which are being considered or the extent of those changes has been misinterpreted at some level.

Multiple years of service are permitted when it is the judgement of the local Head Start program that more than one year of service would have appreciable benefits for the child. We encourage programs not to provide multiple years of service as a matter of course, as we feel it important to provide as many different children as possible with a Head Start experience. Since Head Start is not able to serve all children eligible for its services, an additional year of service for one child comes at the expense of another child receiving no Head Start. Nevertheless, we recognize that there are certain children who should be served for more than one year and we certainly permit Head Start grantees to do this.

With regard to full day Head Start, programs are not prohibited from offering a full day option but are encouraged to assess if such an option best meets the needs of the community and if the children to be served in a full day program are in need of full day service. If a Head Start grantee has conducted such a community needs assessment and determined that full day service is the preferred option for that community and the children to be enrolled are in need of full day services, we would not interfere with that program's design. Our concern is to assure that full day service is not offered as a matter of course, but rather is offered only when the community and the individual children being served will appreciably benefit from such a program.

On February 14, 1986, a memorandum was sent to our regional offices discussing a number of areas in which we hope to make improvements in Head Start program quality while ensuring that we reach the largest number of children within our current resources. Earlier draft versions of this memorandum were discussed with regional officials during the past several months. Sections of this memorandum discuss the issue of multiple years of service, the need to limit enrollment to no more than 20 children in a class and the need to adhere to current policies regarding full day services. This material, plus a copy of the 1972 Transmittal Notice regarding full day services is enclosed, as Enclosure A. Also enclosed, as Enclosure B, is a copy of a January 29, 1985 memorandum to Head Start directors in Region III from our regional office in Philadelphia. This memorandum discusses objectives concerning multiple years of service, class size and full day services. Region III intends to discuss these objectives with each Head Start grantee individually to explore the best way these objectives might be achieved in each community.

All Region III Head Start staff have been carefully briefed on the proposed changes in emphases and goals, within existing regulations, and have received copies of the January 29, 1986 memorandum. To limit the potential for any misunderstanding, all staff will be alerted to the need to be clear and precise when discussing or writing about the policies in question.

I appreciate your continued interest in and support of the Head Start program.

Sincerely,

Dorcas R. Hardy

Dorcas R. Hardy
Assistant Secretary
for Human Development Services

Enclosures

ENCLOSURE A

2. CLASS SIZES GREATER THAN 20

PIR data indicates a considerable number of programs reporting average funded class sizes of more than 20 children. Funding guidance for the last few years has indicated that regions are not to fund class sizes in excess of 20, and it is our intention to enforce this policy. Regions are to review the printouts provided in Washington to identify those programs with reported class sizes over 20. Information on efforts geared toward achieving compliance with our funding policy of limiting class size to 20 or less should be maintained in the regional office. Although the PIR data refers to programs with average class size of more than 20 children, our current policy is that no individual class may have more than 20 children enrolled at any time. This also precludes grantees from "overenrolling", if it results in more than 20 children being enrolled in any class at any one time. Regions should assure that all grantees are aware of, and adhering to, this policy.

Listed below are the numbers of children, by region, who could be affected if the data on class size in excess of 20 is correct. (In calculating this number, class sizes in excess of 30 were assumed to be a reporting error and were not used.) Regional offices are responsible for assuring that no classes are funded for more than 20 children. PIR data for the 1985-86 school year will be monitored with this in mind.

	Enrollment slots in excess of 20 children per class
Region I	56
Region II	463
Region III	139
Region IV	557
Region V	481
Region VI	344
Region VII	26
Region VIII	64
Region IX	339
Region X	37
American Indians	645
Migrants	462

5. REVIEW OF MULTIPLE YEARS OF SERVICE

Currently, Head Start does not have regulations that define the circumstances under which programs may serve children for more than one year. We are, however, in the process of developing such regulations and intend that they will reflect our objective of providing a Head Start experience to as many different children and families as possible. While there would still be children with special needs who would be served for longer periods, most children would receive one year of service immediately prior to their entry into public school. Beginning in FY 1986, we are asking regions to negotiate with grantees on a case-by-case basis regarding a change in local recruitment and selection practices. The goal would be recruitment and selection systems which would allow grantees to serve more children for one year as opposed to fewer children for multiple years. Based on this emphasis, we provided you with four computer printouts from the 1984-1985 PIR data base. The first shows the number and percentage of children in each state that were enrolled for multiple years of service (i.e., 2 or 3 years). The second printout shows all programs in your region whose percentage of children receiving multiple years of service exceeds 25%, approximately the national average. The third lists, by region and by state, all programs serving 6 year old children. The fourth lists, by region and state, all programs serving any children for a third year. Regions are asked to do the following:

a) Review the printout showing programs which are serving children for three years and determine why these grantees are offering three years of service. Grantees who propose to serve children for a third year must be required to justify the need for this service. Only in very special circumstances (e.g. handicapped children or children from families with serious problems) should regions approve the recruitment and enrollment of children for three years as a part of grant refunding.

   Our goal is to eliminate, except in special circumstances, the practice of serving children for three years by September, 1987.

b) Review the printout listing programs whose proportion of children served multiple years exceeds the national average of 25%. During FY 1986, begin working with these programs to assure that children being enrolled with the expectation of more than one year of service are enrolled based on special circumstances and not due to grantees' lack of adequate outreach or past history. Regions also need to assure that children receiving more than one year of service will benefit so much from a second year of Head Start that it warrants denying an enrollment slot to another child who will receive no Head Start services. In addition, children in Head Start for a second year must receive a different Head Start experience than in the first year; i.e. a curriculum must be implemented that acknowledges that the child has already had one year of Head Start.

Our goal is to reduce the percentage of children served for two years to 15% by September, 1988.

Below is a chart showing the decrease necessary in the number of children receiving multiple years of service to permit regions to comply with the 15% goal by September, 1988.

	Children currently served for multiple years		Children who may receive multiple years if 15%	Required reduction in # of children served for multiple years
	#	%		
Region I	4,130	21	2,865	1,265
Region II	10,067	16	9,231	836
Region III	11,251	29	5,703	5,548
Region IV	35,278	33	16,164	19,114
Region V	20,591	22	14,001	6,590
Region VI	11,799	21	8,356	3,443
Region VII	3,454	17	3,032	422
Region VIII	1,578	13	1,578	0
Region IX	8,571	17	7,925	646
Region X	1,237	12	1,237	0
American Indians	7,066	43	2,482	4,584
	115,022	24%	72,574	42,448

Because of the special needs of migrant families for child care services, migrant programs often serve children from ages 0-5 for more than one year. For this reason we do not feel it appropriate to set targets in this area for migrant programs. However, the same objective of reaching as many different children and families as possible should also be applied to migrant programs. For example, where enrollment slots are limited preference should be given to an eligible child who has had no previous Head Start experience as opposed to a child who has already been served for one or more years. The Migrant Branch should work with grantees in reviewing their recruitment and selection procedure to implement this objective.

A Fiscal Year 86 target for reducing the number of children served for multiple years has been developed and has been entered into the HOPS under Goal 1, Objective 13, Initiative 4:

That the percentage of children enrolled with the expectation that they will receive two years of service be limited to a percentage indicated below. (This percentage reduces by half the numbers of children served for multiple years that are over and above the 15% target set for FY 87.)

FY 1986 REGIONAL TARGETS
Children who may be Enrolled
with the Intent of Serving
them Multiple yrs

	%	#
Region I	18	3,439
Region II	15.5	9,539
Region III	22	8,364
Region IVG	24	25,863
Region V	18.5	17,268
Region VI	18	10,027
Region VII	16	3,234
Region VIII	No Reduction Necessary	
Region IX	16	1,578
Region X	No Reduction Necessary	
American Indians	29	4,799
		84,111

In implementing this policy, we do not expect grantees to remove children currently enrolled in the program. For example, if a three year old is currently enrolled and had expected to be served next year as well, the program may continue to serve that child in 1986-87. In enrolling new children, however, the grantee should enroll four year olds and not three year olds. Therefore, targets may be met by reaching agreements with programs to change recruitment and selection policies for September 1986, recognizing that the effects of this change may not show up in PIR data for several years. Data on changed enrollment practices will be reported through HOPS.

c) Review the attached printouts showing those programs serving 6 years olds and determine why, in each instance, six year old children are being served. Children, including handicapped children, must not be served when they are eligible to attend public kindergarten or first grade.

Our goal is to eliminate the practice of serving children, including handicapped children, for whom public school kindergarten or first grade services are available in order to provide more children with a Head Start experience.

13. GENERAL INFORMATION NEEDS: ALL REGIONS MUST RESPOND TO EACH OF THE ITEMS BELOW BY MARCH 31, 1986

A. Program Design

Program monitoring and grant refunding must include a process for examining compliance with the Head Start policy that governs the use of Head Start funds to provide full day services (N-30-336-1, Transmittal Notice 72.6, 8/21/72.) It is a matter of concern that a number of Head Start programs now provide only a full day option for all children. The policy states that Head Start funds should be used for full day programs only as a dollar of last resort and that these services can be paid by Head Start for only in those cases where a child:

- has special needs, or
- is from a home where stress is so great as to indicate full day services are essential, or
- has no caregiver at home because parents are employed or in job training.

Regions must insure that grantees are in compliance with policies related to the provision of full day services. Ensuring that grantees come into compliance with this policy may create savings that can be used to improve program quality. Any expected decreases in full day services for September, 1986 should be reported.

CHAPTER N-30-336-1
OFFICE OF CHILD DEVELOPMENT NOTICE
USING HEAD START FUNDS TO PROVIDE FULL DAY SERVICES

N-30-336-1-00 Purpose
10 Scope
20 Definition
30 Policy

N-30-336-1-00 PURPOSE

This chapter sets forth the policy governing the use of Head Start funds to provide full day services. This policy is intended to clarify and reaffirm the existing policy on full day or day care services contained on page 4 in the Head Start Manual (A Manual of Policies and Instructions, Manual 6108-1 September, 1967).

N-30-336-1-10 SCOPE

This policy applies to all Head Start grantees that operate or propose to operate a full year full day program. This policy will be applied to all applications for Head Start funds for full day services, including continuation requests, submitted on or after April 1, 1973.

N-30-336-1-20 DEFINITIONS

As used in this issuance:
"Full Day Services" refers to Head Start child development services provided to a child or group of children for more than six hours per day.

N-30-336-1-30 POLICY

A. General Provisions

Head Start is a program to provide comprehensive developmental services to low-income pre-school children. To the extent possible and consistent with efficient resource utilization, Head Start funds are to be used to provide a balanced program of child development services, including full day services, that is tailored to the needs of individual children and responsive to the diversity of needs found in each community. Accordingly Head Start grantees who operate full day services are to observe the following general provisions:

1. Head Start funds may be used to provide full day services only to children who need these services. Children who need full day services are defined as those who:

(N-30-336-1-30A continued)

a. Have special needs (e.g., handicapped, emotionally disturbed, etc.) that require full day services of a developmental nature.

b. Are from homes where stress due to factors such as seriously ill or emotionally disturbed parents is so great as to indicate that full day care for the child is essential.

c. Have no caregiver at home because parents are employed or in job training.

2. Head Start grantees are to seek and make maximum use of non-Head Start resources in financing full day services. As a general rule, Head Start funds may be used to finance full day services only when:

a. Grantees are unable to obtain funds from other sources (such as Title IV-A or the WIN program)

b. Head Start funds are needed to develop the grantee as a competent provider of full day services qualified to apply for non-Head Start financing for all or part of the costs of providing full day services.

3. The above policies and provisions notwithstanding, children who are enrolled in a full day Head Start program on or before September 30, 1972 may continue to receive full day services.

B. SPECIFIC PROVISIONS

Head Start grantees that operate or propose to operate full day services shall observe the following specific provisions:

1. Head Start grantees and delegate agencies that operate full day programs are to review and make appropriate revisions in recruiting and enrollment procedures to ensure that all children enrolled in Head Start full day services on or after November 1, 1972 meet the need criteria set forth above under General Provisions.

2. All applications for Head Start funds for full day services, including continuation requests, that are submitted on or after April 1, 1973 are to contain:

a. A brief description of the approach to be used for ensuring that children enrolled in full day services meet the need criteria established in A.1. above.

(N-30-336-1-30B continued)

b. A listing of the non-Head Start funding sources that have been contacted to obtain financing for full day services.

c. Copies of letters of committment or other documents recording the agreements reached with non-Head Start funding sources.

DEPARTMENT OF HEALTH AND HUMAN SERVICES
OFFICE OF HUMAN DEVELOPMENT SERVICES

3535 MARKET STREET
PHILADELPHIA, PENNSYLVANIA 19104

January 29, 1985

MEMORANDUM TO: All Executive Directors
All Head Start Directors

FROM : Regional Program Director
Office for Children, Youth and Families

SUBJECT : Fiscal Year 1986-87 Performance Objectives

The Office of Human Development Services, Administration for Children, Youth and Families has identified Head Start program performance objectives to be pursued by each Region beginning immediately. These objectives are intended to correct certain program trends which may reduce the net effect of the program in the community and to improve substantially the effective and efficient management of Head Start services. The Region III objectives and explanatory information follow.

I. Multiple Years of Service

Twenty-nine percent of the children enrolled in Region III Head Start programs receive services for more than one-year. This percentage ranks second highest among all of the Regions and exceeds the national average. Our agency is now moving towards concentrating almost exclusively on enrolling and serving children only the year prior to the availability of public school -- kindergarten, or pre-kindergarten, where applicable. Following this direction, we have established goals to virtually eliminate serving children for three years before September 1987 and to reduce the percentage of children served for multiple years to 15 percent by June 1988.

We intend to work with all programs to achieve or exceed these goals. We recognize that, in some instances, the large number of children receiving multiple years of service results from programs' enrolling children during mid-to-late program year in order to maintain enrollment levels when faced with dropouts. Programs encountering this type of situation must review their recruitment policies and practices and ensure that parents are advised of the importance of the child's regular and continuing attendance.

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Programs should also evaluate on an ongoing basis, the effectiveness of the Social Services component when the dropout rate exceeds 10 percent.

In other instances, programs have affirmatively recruited in such a way that multiple years of service become inevitable. In light of the objectives cited above, these practices should be cease.

To implement these objectives, any application proposing to serve children for a second year must demonstrate conclusively that such children are being enrolled in a purposive manner and not because of a grantee's failure to perform adequate outreach in the recruitment process. In addition, grantees must show that second year children will benefit so much from a second year of Head Start that it warrants denying an enrollment slot to another child who will receive no Head Start services. Finally, grantees must show that children in Head Start for a second year will be getting a different Head Start experience from what they received in the first year; that is, a curriculum must be designed that acknowledges the child has already had one year of Head Start.

With respect to proposals to serve children for a third year, grantees must justify the need for this service for each child proposed to be involved. Only under very special circumstances will we approve the enrollment of children for three years; namely, severely handicapped children and PCC program enrollees.

These criteria will be scrupulously applied in our review of each refunding proposal.

2. Average Daily Attendance

All grantees and delegate agencies must maintain an average daily attendance (ADA) of no less than 85 percent. Many of the Head Start programs in the Region have succeeded in achieving ADA rates of 90 percent or more. Too many programs, however, have fallen below the 85 percent level, and some, even below 80 percent. We know you share our view that the continuing successful impact of Head Start is very much contingent on a child's regular attendance in the program. The intended benefits are dissipated when attendance is irregular or fragmentary. Furthermore, high absenteeism and drop-out rates suggest waste of scarce dollars.

We recognize that lower than acceptable ADA rates may result from recruitment/selection policies and practices, insufficient or inadequate Social Services or Parent Involvement efforts, uncontrollable situations such as severe weather conditions, etc. Each program should monitor closely its ADA and should know whether it is facing an ADA problem at any time during the course of a program year. Each program is responsible in its planning and continuing self-evaluation to determine the nature, cause and extent of such a problem and take appropriate corrective action immediately. We will be monitoring this indicator closely and requiring corrective action and time frames, as appropriate.

3. Class Size

The agency is now moving toward achieving an average class size of 17. A number of programs in this Region have average class sizes of less than 17. PIR data for 1984-85 indicate that 1646 additional children could be enrolled and benefit from Head Start in this Region. We are aiming to reach 55 percent of this target or 905 by September, 1986. Thus, in planning for the next program year, beginning September, 1986, grantees with average class sizes of less than 17 should begin to structure their operations to achieve this average class size. We recognize that budgetary implications may exist in some instances. Your program specialist will be working with you around these issues.

In no instance may a program have class sizes of more than 20 children. We will not fund class sizes in excess of 20.

4. Medicaid/EPSDT

As you know, Head Start funds should generally be the last resort for financing necessary medical and dental services for enrolled children. Enrollment and utilization rates for Medicaid/EPSDT in the aggregate in this Region are better than the national average. Some programs have outstanding records of performance. However, other programs are achieving unacceptably low rates. By increasing the enrollment/utilization rate in each program, we have a great opportunity to generate cost savings which programs can then redirect to meet other expenses. We have established 1986 target of 62 percent. We expect every program to at least meet this target. Programs operating at levels below this target should take aggressive action now to close the disparity. Refunding decisions will take this factor significantly into account. We commend the programs that regularly reach high rates. Such achievements suggest more efficiently operating program.

We will, in the near future, forward Medicaid/EPSDT information pertinent to your State to assist you in achieving this target.

5. CDA/ECE Credentialing

For the past year, we have consistently and repeatedly emphasized the importance of CDA/ECE credentialing. We issued a memorandum entitled "Educational Program Quality" dated June 6, 1985, advising and urging programs to proceed with CDA credentialing as a priority. The Commissioner for Children, Youth and Families has also communicated with you on several recent occasions on this subject.

For Fiscal Year 1986, our objective is to raise the level of CDA/ECE credentialing in Region III programs to 47 percent. Each program must plan to reach this level. We noted that staff in some programs have received CDA/ECE training with Federal Head Start funds, but have failed to take the final step of assessment to be credentialed. This is an unnecessary waste of scarce resources and demonstrates an unfortunate and unacceptable failure to carry out the purpose for which the monies were awarded. Such programs must take immediate steps to ensure that staff who have been trained undergo assessment. Further steps must be taken to ensure that such follow through occurs with respect to all future CDA trainees.

6. Part Day/Full Day Services

In reviewing nearly half of the Region III Head Start grants, we have noted that a number of programs are providing only full day services or are providing full day service slots that are not justified and substantiated by the community needs assessment. It is extremely unusual for a community to have a uniform, exclusive, and year-after-year need for full day services. In some of the exclusive full day programs, it appears that enrollment in Head Start programs has been de facto restricted to the children of working parents. The results is that some children in these communities are being excluded from the program.

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In other mixed (i.e., part-day/full-day) programs, it appears that the programs have a priori designated a number of full-day slots and perpetuated this slot assignment every year without apparent regard to a current community needs assessment. Indeed, if full day services can be justified at all, we believe that the number of slots should vary from year to year if a determination of need for full day services were based on an updated needs assessment addressing the current conditions/situations of the families from whom programs are recruiting children. Recruitment may not be affirmatively oriented toward guaranteeing continuation of full day slots/services.

Where full day services are needed, it may be possible to finance these services in whole or in part by using funds from other sources such as Title XX of the Social Security Act. These resources or others may be limited or even unavailable in some communities; however, Head Start programs have not always made full use of these resources where they are available. The effect has been to limit the scope and range of Head Start services in these programs.

Head Start funds may be used to provide full day services only to children who need these services. Children who need these services are defined as those who:

- Have special needs (e.g., handicapped, emotionally disturbed) that require full day services of a developmental nature.
- Are from homes where stress, because of factors such as seriously ill or emotionally disturbed parents, is so great as to indicate that full day care for the child is essential.
- Have no caregiver at home because parents are employed or are in job training.

Head Start grantees must seek and make maximum use of non-Head Start services in financing full day services. As a general policy, Head Start funds may be used to finance full day services, assuming the conditions cited above have been fully documented, only when grantees are unable to obtain funds from other sources or Head Start funds are needed to develop the grantee as a competent provider of full day services qualified to apply for non-Head Start financing for all or part of the costs of providing full day services.

All proposals to use Head Start funds for full day services must (a) show how the children proposed to be enrolled in full day services meet the criteria cited above; (b) demonstrate that the community needs assessment conclusively justifies the provision of full day services; (c) show that the program's recruitment policies and practices do not automatically result in full day slots; (d) include a listing of the non-Head Start funding sources that have been contacted to obtain financing for full day services; and (e) include copies of letters of commitment or other documents recording the agreements reached with non-Head Start funding sources.

7. Class Year

As you know, great diversity exists among programs in the Region with regard to the length of the class or program year; that is, the number of days children are actually in the classroom. The agency is moving toward an objective of 150 days classroom time (i.e., excluding holidays, etc.) in each program. We will be working with each program to achieve this objective either through increasing or decreasing the number of classroom days. We are especially concerned about program who run classrooms for 12 months. This is not consistent with Head Start policies and expectations. We will be working especially closely with such programs to eliminate this practice.

8. Licensing

We wish to take this opportunity to remind you of the importance of having Head Start facilities that are safe and healthy environments for children, staff and parents. All Head Start facilities must have an approved license, a provisional license or other approval based on applicable State or local standards. We recognize that in some locations problems exist outside the control of the Head Start program and are related to arranging for the review/inspection preliminary to receiving a license. We will be working with these grantees to remedy this situation.

Within the next few weeks you will receive your 1984-85 PIR data, compared with established targets, and compared with the aforementioned objectives. We look forward to your cooperation in working to achieve these objectives and in improving the quality and reach of the Head Start program in Region III.

Please share this correspondence with your Board, Policy Council and delegate agencies.

Alvin A. Pearis
Alvin A. Pearis

Operation: New View

COMMUNITY ACTION AGENCY SERVING DUBUQUE, DELAWARE AND JACKSON COUNTIES

ELLEN K. [illegible]
EXECUTIVE DIRECTOR

P.O. BOX [illegible]
PEOSTA, IOWA [illegible]
[illegible]

March 10, 1986

Representative Tom Tauke
2244 Rayburn House Office Building
Washington, DC 20515

Dear Congressman Tauke:

At the recent hearing for the reauthorization of the Head Start program, you expressed an interest in obtaining information regarding insurance increases incurred by Head Start programs.

Early in 1986, a telephone survey was conducted on this subject with Head Start grantees in Region VII (Iowa, Missouri, Kansas, and Nebraska). The result of this survey reveals the following:

1. General Liability including student accident, and some Fidelity Bonding, and some Fire and Extended coverage premiums;

-44	experienced increases	(77%)
- 1	experienced decreases	(2%)
-12	remained essentially the same	(21%)
57	(reporting usable figures)	(100%)

2. Auto Insurance premiums;

-43	experienced increases	(96%)
- 1	experienced decreases	(2%)
- 1	remained essentially the same	(2%)
45	(reporting usable figures)	(100%)

3. Fire and Extended Coverage separately reported premiums;

-29	experienced increases	(78%)
- 2	experienced decreases	(6%)
- 6	remained essentially the same	(16%)
37	(reporting usable figures)	(100%)

4. Health and Life premiums;

-38	experienced increases	(74%)
-10	experienced decreases	(20%)
- 3	remained essentially the same	(6%)
51	(reporting usable figures)	(100%)

5. A rough count of reported figures shows at least;

-20 instances of increases of 300% or more
-12 instances of increases of 400% or more
- 7 instances of increases of 500% or more
- 3 instances of increases of 1000% or more

6. While many of the increases are in the thousands of dollars, at least nine instances of premium increase amount to tens of thousands of dollars.

It is reported that although a number of grantees have reported difficulty finding coverage or have been cancelled, none have reported being left without essential coverage.

In addition, premium increases do not appear to be leveling-off with further increases expected in the immediate future.

I hope this information will be of value to you.

Sincerely,

Marcia Huemoeller

Marcia Huemoeller, Director
Operation: New View Head Start

MH/skd

GRANT WOOD
AREA EDUCATION AGENCY
4401 SIXTH STREET SOUTHWEST
CEDAR RAPIDS, IOWA 52404 (319) 399-6700

Dwight G. Bode, Administrator
Myron W. Rodee, Director
Division of Special Education

LW

2/14/86

Representative Kilde
House Subcommittee on Head Start

Copies: Representatives Tauke, Leach, Evans, Smith, Bedell, Lightfoot
Senators Grassley, Harkin

Re: Support for Head Start and Education for Handicapped (PL 94-142)

This letter is to support not only the continuation of, but expansion of, funding, for Head Start and P.L 94-142 (Education for All Handicapped) programs.

The following statement is based on information learned as a program evaluator at the university level for 8 years, as a Supervisor of Early Childhood programs for the Handicapped in the State of Iowa for 9 years, and as a reviewer of research and author in the field for more than 20 years.

Arguments may be made for support for Head Start and Early Childhood programs on an emotional and/or a practical basis. In view of the current state of the economy it seems most important to focus on the practical/economic.

* President Reagan has taken the position that we should move individuals from welfare to work. Reports, not always well publicized, indicate that over the years Head Start has had turnover in paraprofesssional staff. The reason- it provides a training ground where individuals can learn good work habits before entering the private sector.

* Longitudinal data indicates that children who had early Head Start type experiences may become pregnant and have a child because of peer pressure. But, they returned to school, completed their education, and secured jobs.

* Dollars invested in Head Start return 2 to 3 times their value in inflation corrected dollars through more children entering the labor force, requiring less special education, fewer arrests.

* Knowledge and skills gained through Head Start provide the basis for greater learning in the regular school program.

Head Start thus is cost effective and in keeping with a stated presidential goal and must be supported.

How do proposed cuts in Head Start relate to PL 94-142 and affect education and children?

"all things being equal . . ."

In Iowa, Head Start and Programs for the Young Handicapped work together in a cost effective manner. Locally, all of the Head Start vision, hearing, speech, language,and cognitive screening is done by paraprofessionals trained and employed by the Area Education Agency and paid by 94-142 funds. When problems are found, diagnostic services are available from trained early childhood specialists in speech, language, hearing, psychology, social work, and parent/child education. The programs complement each other because the handicapped tend to make up the bottom three to five percent of the population, while Head Start can be viewed as serving from the 5th to the 15th percentile. Head Start can provide an entry, often remedial, educational program for those children who fall in the slow learner, borderline and mild mental retardation categories.

This interrelation of service is cost effective. For example, the A.E.A trained paraprofessional screeners, can accomplish all of the screening for about $21 per child. If staff had to be specially trained or services obtained through contract, the cost would be much higher. On the other hand, Head Start provides a mainstream setting for handicapped.

However, there is a problem. As I understand the current state of the Gramm/Rudmann/Hollings act, PL 94-142 is to be cut 5% this year and 25% next year. If we receive such cuts, then we will not be able to support Head Start . Further, Head Start budgets are also subject to cuts. If Head Start budgets were cut it would reduce the effectiveness of their program. For example, they would have to spend more money to identify eligible children so there would be less money to spend on the intervention which produces the results. Also, children living on farms would be denied access because of reduced travel.

We believe that we have built an effective, cost efficient program. We also understand the extreme need to get the federal budget under control. Cutting Head Start, in view of the increased need from single parent families, reduced income, nutritional needs of children is short sighted.

One more point, often ignored. We need to start to develop productive workers for the future. Soon there will be a much smaller work age population to support the many retirees. Workers developed through Head Start and employable handicapped will be an important source.

We request you increase, or at least maintain, support for Head Start and the related PL 94-142.

Sincerely

Richard Reid Zehrbach, Ph.D
Supervisor,Early Childhood Program

Cosigned

Myron W Rodee

Myron W. Rodee, Ed.D
Director, Special Education

The Head Start program has and continues to play an important role in my life.

Four years ago, my twins were enrolled in Head Start. My husband and I had worked for many years and suddenly found ourselves without jobs. We were at an all-time low emotionally, but had five children to raise. The caring, supportive Head Start staff gave us as parents some much-needed encouragement and moral support as well as helping our children.

I was given the privilege of volunteering in the classroom, and was given the chance to share my own ideas with the staff. I was made to feel that my ideas and concerns were important and thus I regained some of the self confidence I had lost. I was also given the opportunity to take part in training programs, and feel I gained knowledge in handling children.

My girls are now in second grade. They are self-confident, respectful, healthy, and socially mature, and rank at the top of their class. I feel their year in Head Start is directly responsible for all this, and for their love of school.

This year, I have a four-year old boy in the program. He has been diagnosed as having a protein deficiency, which affects his motor development. After just a few months in the program, he has made real progress. He now has gained some much-needed self confidence and his motor skills are steadily improving. The staff tries to gear the program daily to meet his needs, and the "special" needs of all the children. With continued help the rest of this school year, my boy will be able to start kindergarten this fall.

I began working as a teacher's aide / home visitor in the Head Start program three years ago, and am now a family worker in the program. I achieved all this through much help and encouragement from the Head Start staff; morally, ~~support~~, socially, nutritionally, and educationally, and has once again made me feel that I am a useful, productive member of society.

Ann McQuerry

To Whom It May Concern,

I am a past parent of the Headstart program at Central Park pre-school.

During this time I had the opportunity to go back to school and get my G.E.D.

Without the support (both emotional and financial) and encouragement from the Headstart staff, I would not have been able to accomplish this.

Since then I have received my G.E.D., graduated, and found myself a job, which I had for 2 years until I took a leave of absence for pregnancy.

Sincerely,
Mrs. Lisa Cooley

February 8, 1986

To: Congressional Hearing Committee on
Headstart.

For the record, I do solemnly swear that the following statement written by me is the truth.

In the 1977-78 session I enrolled my then 3 year old son, Kori, in Headstart. We were, at that time a single-parent family. He did well and, as a result, I enrolled him in the 1978-79 session of Headstart as he was not yet old enough to go to school. I was satisfied that the staff, teachers, helpers, and home visitors, were competent, caring individuals.

Since that time I finished college, got married, my husband finished college on the G. I. Bill, and we have a daughter, Kristine, who was 3 years old at the time we enrolled her in the 1985-86 session of Headstart. We feel that the staff at present is still competent and caring.

Kori, now in fifth grade,

(next page)

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Hearing Committee

has been in the local Gifted and Talented program (ELP) from our local School district. I feel that because of the advantages (social and educational and emotional) which Kari has ~~of~~ over his classmates can be directly attributed ~~to~~ in a large part to his Headstart experience. I think he will probably get a scholarship to college and if he maintains his current attitude towards education, careers, and relationships as well as his strong moral convictions; he will be an outstanding citizen, human being, and prove himself to be a productive member of society. This will break the welfare-type influence we try not to pass on to our children. We hope Headstart will be a part of the same success story for our daughter Kristine. My husband and

③
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I both volunteer time and materials and use our resource people to help these children. We are "economically disadvantaged" but we are not intellecually poor. We feel that our one chance to overcome our poverty, unemployment, and personal problems is to raise sane children who are rich in knowledge and character. This is our gool as Headstart parents. Please help us to continue in our effort.

Respectfully Submitted,

Sharon Sicklas
Kimett Sickles

My son, Travis Beverleigh, attends Headstart and I would like to express my sincere appreciation for both the people and the program.

I felt that my son was doing well before, but since being in this program I have seen such marked improvements. His vocabulary alone shows how much he is encouraged to explore his own feelings and the world around him.

One of the most impressive thing that I have noticed with the program is how his social interactions with the other children have developed.

Teaching a child to be more understanding of others' feelings and acceptance of each person as an individual is a very important step in their social developement. I am very pleased with my son's new awareness of how and why his actions affect others. I believe he will be better prepared for more things with that in mind.

A child growing up in a single-parent home is under a great deal of strss from an early time in his or her life. Unfortunately, often times the child does not have a strong foundation of nuturing.

I honestly believe that the Head start program offers these children a place where they can recieve both encouragement and reinforcement of their images of self-worth.

The Headstart program definately serves the community in a way that is beneficial to our entire future through our children.

Sincerely
Deborah Beverleigh

I have a boy who was in Head Start a year ago. He had many problems and was referred by the Head Start Staff for further evaluation by the Area Educational Agency. Occupational Therapy was recommended and given. He made excellent progress. This year he attends both Alternative Kindergarten and Preschool Developmental Class. He has a long way to go, but Head Start's early recognition of his problem was a real blessing. If he had not been in Head Start he would not have received this attention to his problems so soon.

I do a lot of volunteering in the Head Start classroom. I was encouraged to help out when my son was in Head Start, and am volunteering five days a week this year. The staff has given me the self-confidence I lacked, encouraged me, and helped me learn how to handle children — my own and others. I take pride in my "job" at Head Start, and look forward to each day I can be there.

Peggy Hotz

To Whom it may concern,

I'm writing this letter in regards to Head Start, and how it is helping him. Phillip my son is 5 years old and is Hipper Activey. Which can be had to deal with. The staff at Asbury has done very good in ways to help him slow done and do work with other children without fighting. He also has a very bad temper. The teache just takes him aside and talks to him on his level and explains what he's doning wrong. They really care alot about kids. The children are aware of this also. If they need just a hug or something simple like that the staff is willing to do it just so the child can be happy, to learn things with out worry. So please remember Head Start is a loving place where children can learn. At lots of their parents can't afford Pre-school which would be a disadvantge for them. They wouldn't be ready for school then like those that been in Pre-school. With Head-Start they have that advantge.

Thank you
Sammi Ellison

We, as parents and friends of Headstart, feel that the Headstart program is a very worthwhile program for children and families and should not be discontinued. We feel that it is a valuable preparation for kindergarten and life ahead. There are many positive aspects of Headstart: some being the caring teacher-child learning relationships, the interaction with other children, the interaction with new people, exposure to new experiences, and interesting classroom situations. Headstart families are learning valuable educational, nutritional, and health facts and ideas and parenting skills that will help now and in the future. The interaction between the children in the classroom and the parent-child interaction in Home Visits and classroom activities helps build strong relationships that further the healthy development of our children. Our children are learning independence, self-control, discipline, and most of all to love themselves and others. They are learning about themselves, their families, and their world. Headstart is truly a strong positive force for our children: an investment in the leaders of our future.

	Names	Addresses
①	Jane Frasher	1900 Hwy 64 E Lot E-11 Anamosa, IA
②	Penny Kuiler	RR1 Monticello, Ia
③	Tina Moore	808 E Webster Anamosa, Ia
④	Sharon Hunter	1800 East Hwy 64 BLDG 500 APT #1 Anamosa, Ia
⑤	~~[illegible]~~	~~Box 501 Morley, Ia 52312~~
⑥	Candy Bunce	134 N. Ford Anamosa, Ia. 52205
⑦	Karen Long	1800 Highway 64 E Anamosa
⑧	Carla Clare	601 Crane St. Anamosa, IA 52205
⑨	Linda Coder	Anamosa, IA
⑩	Betty Bruce	Anamosa, Ia
⑪	Jennifer Brown	Anamosa, Ia
⑫	Cheyenne Steral	Anamosa, Ia.
⑬	Robert Frasher	Anamosa, Ia.
⑭	Martha Pickering	Springville, Ia
⑮	Jim Pickering	Springville, Ia
⑯	Amy C. Walker	108 N. Iowa Anamosa Ia.
⑰	Pamela DeCoteau	1800 Hwy. 64 E. #201 Anamosa Ia.
⑱	Shirley Kellogg	Dubuque, Ia
⑲	Terri McNaught	Anamosa Ia
⑳	Linda Draheim	Anamosa, Ia
㉑	Tracy L. Batcheller	Anamosa Ia
㉒	Antoinette C. Muller	Monticello, IA
㉓	[illegible]	Marion, Ia.
㉔	Will J. Anders	anamosa
㉕	Tammie Tarbox	Anamosa
㉖	Sandy Luensman	Monticello

	Names	Addresses
27.	Cathena Hoover	901 ½ S main Anamosa Iowa
28.	annette Mayberry	605 E 1st. AnamoSa IA
29.	Judy Anders	Anamosa IA
30.	Anne Martin	755 N. Maple Monticello IA
31.	Kathy McDonough	Cedar Rapids, IA
32.	Mary Hurt	CedarRapids, Ia
33.	Chuck Wilcox	AnamoSa, Ia
34.	Curtis McDonough	CedarRapids, Ia
35.	Dan Hurt	CedarRapids, Ia
36.	Coleen Rapier	Anamosa. Ia.
37.	Ardis Burgess	Central City
38.	Bill Burgess	Central City
39.	Charles a McDier	Anamosa Iowa
40.	Etta Spencer	anamosa, Ia
41.	Carla K Sams	Monticello, Ia.
42.		
43.		
44.		
45.		
46.		
47.		
48.		
49.		
50.		
51.		
52.		

32 Names

NAME	ADDRESS
Vicky Sovgay	1800 Hiway 64 East Bldg 500 Apt Anamosa
Laura Comley	1800 Hwy 64 E. Building 500 Apt 3 " "
Theresa Bonesteel	1800 Hwghy 64 Build 500 Apt "4"
Joanne Perry	aPT 6 Building 600
[illegible]	Hy 64 E Bldg 400-8
Carolyn Houston	Hwy 64E Bld 400 # 2
Sherry Streets	1800 Hwy 64 E Bldg 300 Apt 3
Melody Naylor	" " Bldg 300 Apt 7
Diane Lyon	1800 Hwy 64E Bldg 200 Apt 2
Delores Reckla	RR # 1 Anamosa
Sherry Tyler	1800 Hwy 64E Bldg 100 #4
Vicki Wright	1800 Hwy 64E Bldg 800-#1
Cathy Weber	1800 Hwy 64E Bld 800 #2
Kathy-Jo Novak	1800 Hwy 64E Bldg 800 #4
JoAnn Fennon	1800 Hwy 64E Bld 700-6
Lou Schweitzer	1800 Hwy 64E Bld 700-8
Norma Nesbitt	Bldg 700 #2 - RR 3 - Anamosa IA
Wanda J. Blankenship	1800 Hwy 64E 600-1 Anamosa, Ia
Julie Ortquist	1005 Maquoketa St Anamosa Ia.
Kay Woodyard	1800 Hyy 64 E 600 #3 Anamosa, Ia.

32 names

NAME	ADDRESS
Helene M. Holton	Cedar Rapids Ia.
Hazel Kellogg	Anamosa, Ia
Virginia Randolph	Anamosa, Iowa
Anabel Graver	Anamosa, Iowa
Ethel Barker	Anamosa Ia
~~[illegible]~~	Anamosa Ia
Clara Oltmanns	~~Anamosa Ia~~
Otis Siver	Anamosa Ia
Ina Birely	Anamosa Ia
Etta Pates	Anamosa Ia
Ethel Corley	Anamosa
Virgil Tallman	Anamosa
Margaret Tallman	Anamosa
Darrell Beck	Anamosa
Ray Fida	Anamosa
Virginia Fida	Anamosa
Richard Smith	Anamosa
Helen English	Asoma
Jo McQuaid	Anamosa
Alberta Strand	Anamosa
Bud Cook	Anamosa
Marie Lazio	Anamosa
Naomi Foster	Monticello
John Teeple	Anamosa
Nema Teeple	Anamosa
Paul Teeple	Maquoketa
Velma Teeple	Maquoketa
Ella Arthand	Anamosa
Grace Nichols	Anamosa
Floyd McKenny	Anamosa
Ben F. Aubernell	Anamosa
Lillian Hankemeier	Anamosa
Theola Pazour	Anamosa Ia

8. Names

NAME	ADDRESS
Dennis Countryman	735 N. Cedar Monticello
Carla Bader	708 Timberline Monticello
Joyce Stewart	410 Church St Oxford Junction Ia
Donna Davis	329 E Cherry Monticello
Donna Tjaden	RR1 Box 247 Olin, IA
Nancy Chamberlin	Olin, Ia.
Penny Sisson	Rt3 Monticello, Ia
Kay Woodyard	800 Hwy 64 E 600 #3 Anamosa I.

358 Garden Dr SE
Cedar Rapids, Ia.
February 24, 1986

Honorable Tom Tauke
Member of Congress
Washington, D.C.

Dear Honorable Tom Tauke,

I attended the Congressional Hearing in regard to Head Start-Feb 14.

Linn County was second in the nation to have the program. I was lucky enough to teach a class during that summer (of six or eight weeks duration) at the former Jackson School on Fourth Avenue. Tyler School also had a program. Our food was prepared at Tyler and brought to Jackson School where it was served family style so the children could learn proper table and eating manners and habits. Many other things were involved as identification of food, proper conversation, and proper health habits. Luckily, I was fortunate to have those same children in my second grade class @ Jackson School. To my amazement and joy, they were in the top reading group.

I feel that Head Start classes should be only for 4 years olds who are going to enter Kindergarten. I learned that I could teach many skills even in the summer session that carried over to Kindergarten. How much better to get twice as many

Children into the program and have? twice as many children better prepared for kindergarten.

With schools saying they have empty classrooms, could not the classes be in placed in the schools where the children could take advantage of the lunch and bussing facilities. Would this not help solve the transportation problem?

I picked up several testmonial papers. I felt in that-waste- one was poorly printed on expensive paper. On another, I didn't see that double spacing was necessary. With such a shortage of fund could these "papers" been printed on both sides of the paper, double spacing only between paragraphs, cheaper paper and dwell on the points at issue and eliminate unnecessary items to conserve on paper and labor.

Volunteers are good. I used a high school girl as a helper during the summer who is now a teacher in the Chicago School System. Her working in my classroom helped her to decide her future profession.

I am in favor of using all the resources possible that are near at hand, such as high school people as a work study program as well as parents and interested volunteers.

Sincerely,

Doris E. Larson.

When my son, Jamie, was 3½ years old it became obvious that he needed special help. Although he could say a few words, they were not plain, and there were no sentences at all. I knew most kids were talking long before this age, so I enrolled him into Headstart.

Within a few months, I could see remarkable changes in Jamie. He looked forward to every day he could go to school, and even though it must have been hard at first, he never lost his enthusiasm. Words, at first, then short sentences. People we knew were amazed by how he was changing and growing. Jamie bloomed before our eyes. By the middle of the first year, he began using longer and more difficult words and sentences - we were thrilled, and Jamie was jubilant. He has grown in so many ways, it is very hard to believe he was so troubled just 1½ years ago. He is now a proud, happy, and very charming little boy. He is doing very well with his colors, numbers, shapes, and just so many more things. I have to repeat that the devoted staff at St James Headstart began with a child who knew about 10 basic words, and developed him into what he is today. And that, in my eyes, is a miracle.

When Jamie was so limited, before Headstart, it was not easy to cope with him. Everyone in our family felt his frustration. We could not communicate. He whined and cried alot, and we had to guess what he was trying to "say". I was never ashamed of Jamie, but I tried to make excuses and "talk" for him. We were all very concerned for him.

If Jamie hadn't have had the chance to attend Headstart, he would have never been able to grow inside like he has. As his mother, with another small child to attend to, I didn't have a lot of time or patience to teach him. Even if I had, I lacked the knowledge and training required to help him. I'm sure, as he grew older, his frustration and anger would have grown.

He may have never caught up academically with kids his age, and may have needed special classes throughout his school years. And he never would have become the satisfied, content, wonderful little personality he is today.

Please continue the Headstart program in every way you can. Help other little kids in the future who may need the special encouragement and guidance that only Headstart could give. This is a very worthwhile program. I am very gratefully yours,

Jamie's mom,
Beverly Dittmar

Our family consist of four members. Robert, Denise, Mark and Laura. Robert is presently going to Kirkwood Community to receive his Associate of Applied Science degree in Accounting Technology. Denise has a Certified Office Clerk Degree which she received in [illegible]. We both are looking for work. Mark has a learning disability and is in Special education classes at Mentzer Elementary. Laura is in Head Start.

Some of the benefits that Laura has received from Head Start are:

1.) She has learned how to get along with other children.
2.) She has learned how to identify different colors, how to be independent in getting dressed, in being able to get her own food and how to try food that she has never been exposed to.
3.) She is exposed to different ethinic groups + foods.
4.) She is learning school ready skills and how important it is to listen to other.

We have received benefits from Head Start also. They are following:

1) How to cope with stress.

2.) How important the parents
are in a child's education.
3.) How important Children's feelings
are.
4.) Having Laura receive
education that we as parents
who are in school + looking
for work might not have
time to spend with her.
5.) She is ahead [illegible]
6 months when she was
tested through Grant Wood.

We hope that [illegible] — is
able to continue as there are
children out there that
[illegible]
[illegible]
[illegible] cially able.

Denise Stender

Dear Ann and Nancy

This letter is to let you and everyone there know how much I appreciate and love the Headstart Program.

Since Nikie and I have been participating in the program, we have learned a great deal. My primary goals for Nikie to participate in the Headstart program were: to get her educationally and mentally ready for kindergarten, and for her to learn how to interact with children of her own age. Before starting Headstart she had not had the opportunity to play with children of her own age. Nikie, with the help of a loving and wonderful teacher, has fulfilled my goals and beyond! Not only has she been taught educational things, she has been taught very valuable things such as: respect, responsibility, love, and friendship of other human beings.

Nikie has gained so much from the Headstart program, and I too, was given the opportunity to participate in this program. I was able to volunteer in the classroom and learn so much from other children and adults. I was given the opportunity to share my ideas for the classroom, which affected my daughter, and to attend decision-making meetings. Also another benefit, now that I am working part-time, is that Nikie is being cared for in a loving and learning environment. It also saves me much needed money.

I have learned so much from the staff at Headstart and have received valuable support, especially from you both. There are not enough words to express how much the Headstart Program is needed by myself, Nikie, and other children of this nation.

Thanks for making mine and Nikie's life so much happier!

Love always

Tinia R. Smith

Tinia R. Smith

10. Head Start is a family program. In what way has Head Start helped you personally? has helped me in being more foreward and I understand my Ideas and thoughts are important.

11. I would be interested in receiving counseling services if they were available? yes X No ____

12. COMMENTS: I am very satisfied with everything the Beaton Co. Headstart program has done.

13. If you are a Policy Council member, what information could you use to help you make more informed decisions?

I am a single parent. My Oldest daughter Tonya was also in headstart. She is currently in remission from Luekemia. I had a hard two years while she was under medical attention. Nancy Baldwin + Sheri Young were not only willing to help ~~in~~ any way concerning transportation plans in takeing her to the University Hospital where she was being treated, but they were there to listen + help with personal feelings and very helpfull in helping me cope. I think they should both be very highly comended for the hard work they put in for the program. I personaly am very thankfull for all their help and concerns, pertaining to me + my family, and what they are accomplishing in the Headstart program! Thank You.

Very Sincerly,

Dina Vredenburg

Testimony to:

Sub-Committee on Human Resources

Presented by:

National Migrant Head Start Directors Association

Date:

February 13, 1986

The National Migrant Head Start Directors Association, representing twenty-four Migrant Head Start programs across the nation, appreciates the privilege and honor in being given the opportunity to provide its testimony before this committee.

Equally important is this opportunity to speak on behalf of the nineteen thousand migrant children impacted by the availability of the Migrant Head Start program annually.

The National Migrant Head Start Directors Association would support the reauthorization of Head Start for five years. Head Start is a proven service that has the kind of track record which all administrations have supported because it works. The importance and need for the continuance of the Migrant Head Start program cannot be over emphasized. While significant effort is geared towards meeting the special needs of this nationally recognized mobile population of children, equally essentail has been the ability to develop local and state level linkages and networks considered imperative in ensured quality of services for these children and their families. Despite similar goals and objectives of all Head Start programs, the continuing challenges of meeting the special needs of the migrant child and family remains unique. Although seasonal in nature, operating hours range from ten to twelve per day, serving children from zero to five years of age in a by and large two-parent working household.

The National Head Start Directors Association concurs with provisions as stated in Section 638 of Public Law 97.38, Sub Chapter B - Head Start programs pertaining to the comprehensive approach in the provision of services to the children which will maximize their full development potential while strongly adhering to the belief that parent participation in all aspects is integral to the overall development success of the child.

While the National Migrant Head Start Directors Association is in general agreement with the terms as outlined in Section 640 of the earlier cited public law, as this section pertains to the allocation and limitation of financial assistance, the Association recognizes its antional responsibility to sustain its proportionate share of financial recessions and would agree to forego cost of living adjustments based on the consumer price index (CPI) scale. Conversely, the Association feels that in order to achieve the national goal of complete program potential and fiscal stability that should an increase in the overall Head Start financial allotment be received, an equitable formula be developed which would provide a commensurate percentage of such said allotment to the Migrant Head Start programs.

The Association strongly adheres to the concepts as provided for in Section 641 of the law and its applicable subparts. Further, the Association believes that the continuity of responsibility for providing the Head Start services should remain with the demonstrated capable entity exclusive of its relationship and/or affiliation as a part or subpart of another functioning body which may be dependent upon tenous allotments for its continuing existence.

The Association firmly believes that the continuing success of the Migrant Head Start program is contingent upon continuing availability of training and technical assistance funding, which provides for adequate and much needed follow-through of program development in all aspects, and which allows for the provision of continuing training opportunities relevant to the program's continuing effectiveness and follow-through.

The Association is, therefore, in strong support of the provisions as outlined in Section 667 of the law as it pertains to the need for technical assistance and training availability; however, with inclusion of recommendations that at least the present minimum of 25 million dollars available for training and technical assistance opportunities remain intact to ensure these on-going viable efforts so intergral to the program's overall success.

The Association recognizes the continuing challenges in meeting the needs of all Head Start children, particularly in the wake of massive program recessions and uncertainty, while at the same time strenghtening local level capabilities, staffing expertise and growth, and maximum provisions of total services.

The National Migrant Head Start Directors Association continues to support the National Administration of the Migrant Head Start program which allows for the development of expertise by the governments field representatives in the migrant populations problems, needs and uniqueness.

Once again, on behalf of the National Migrant Head Start Association, we would like to thank you for giving us this opportunity to testify. If you would like any information in reference to the migrant head start programs, please feel free to contact us at anytime.

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60 - 541 (144)